United Nations A/54/660

General Assembly

Distr.: General
10 December 1999

Original: English

Fifty-fourth session
Agenda item 116 (c)
Human rights questions: human rights situations and reports of special rapporteurs and representatives

Situation of human rights in East Timor

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report on the joint mission to East Timor undertaken by the Special Rapporteur of the Commission on Human Rights on extrajudicial, summary or arbitrary executions, the Special Rapporteur of the Commission on the question of torture and the Special Rapporteur of the Commission on violence against women, its causes and consequences, in accordance with Commission resolution 1999/S-4/1 of 27 September 1999.

99-38372 (E) 151299

Contents

		Paragraphs	*Page*
I.	Introduction	1–15	3
II.	Overall human rights developments and general background	16–58	5
	A. Extrajudicial, summary or arbitrary executions	23–40	6
	B. Torture and violence against women	41–58	8
III.	State responsibility	59–65	11
IV.	International Force, East Timor	66–67	12
V.	Conclusions and recommendations	68–74	12

I. Introduction

1. On 4 to 10 November 1999, the Special Rapporteur of the Commission on Human Rights on extrajudicial, summary or arbitrary executions, Ms. Asma Jahangir, the Special Rapporteur of the Commission on the question of torture, Sir Nigel Rodley, and the Special Rapporteur of the Commission on violence against women, its causes and consequences, Ms. Radhika Coomaraswamy, conducted a joint mission to East Timor. The visit was undertaken pursuant to resolution 1999/S-4/1 of 27 September 1999, entitled "Situation of human rights in East Timor", adopted by the Commission on Human Rights at its special session on the situation in East Timor, held from 24 to 27 September 1999. The special session had been convened because of increasing reports of widespread violence and serious human rights violations in East Timor, following the popular consultation on the future status of East Timor held on 30 August 1999. This was the fourth special session of the Commission: special sessions had been held, in 1992 and 1993, on the situation in the former Yugoslavia and in 1994 on the situation in Rwanda.

2. In the resolution, the Commission condemned the widespread, systematic and gross violations of human rights and international humanitarian law in East Timor, including widespread violations and abuses of the right to life, personal security, physical integrity and the right to property. The Commission further expressed its deep concern at the widespread forced removal and displacement of persons to West Timor and other nearby areas, the serious humanitarian situation of the displaced East Timorese, the violence and intimidation directed against international agencies as well as most of the independent media, and the lack of effective measures to deter or prevent militia violence and the reported collusion between the militias and members of the Indonesian armed forces and police in East Timor.

3. The Commission furthermore affirmed that all persons who committed or authorized violations of human rights or international humanitarian law were individually responsible and accountable for those violations and that the international community would exert every effort to ensure that those responsible were brought to justice. The Commission further affirmed that the primary responsibility for bringing perpetrators to justice rested with national judicial systems.

4. The Commission called upon the Government of Indonesia to ensure, in cooperation with the Indonesian National Commission on Human Rights, that the persons responsible for acts of violence and flagrant and systematic violations of human rights were brought to justice and to ensure that human rights and international humanitarian law were fully respected in regard to all persons within its own jurisdiction or under its control. It also called upon the Government to continue to implement its obligations under the Agreement of 5 May 1999 and to guarantee the voluntary return of all refugees and displaced persons, including those who had been forcibly displaced to camps in West Timor. The Government was also called upon to ensure immediate access by humanitarian agencies to displaced persons, both in East Timor and West Timor as well as other parts of the Indonesian territory, to guarantee the security and free movement of international personnel and to continue to allow the deployment of emergency humanitarian assistance.

5. The Commission called upon the Secretary-General to establish an international commission of inquiry in order to gather and compile systematically information on possible violations of human rights and acts which might constitute breaches of international humanitarian law committed in East Timor since the announcement in January 1999 of the vote. The commission of inquiry is to provide the Secretary-General with its conclusions with a view to enabling him to make recommendations on future actions and to make the commission's report available to the Security Council, the General Assembly and the Commission on Human Rights at its fifty-sixth session.

6. Lastly, in the same resolution, the Commission on Human Rights requested the Special Rapporteur on extrajudicial, summary or arbitrary executions, the Representative of the Secretary-General on internally displaced persons, the Special Rapporteur on the question of torture, the Special Rapporteur on violence against women, its causes and consequences, and the Working Group on Enforced or Involuntary Disappearances to carry out missions to East Timor and report on their findings to the Commission at its fifty-sixth session and, on an interim basis, to the General Assembly at its fifty-fourth session.

7. Following the request by the Commission on Human Rights, the Special Rapporteur on extrajudicial, summary or arbitrary executions, Ms. Asma Jahangir, the Special Rapporteur on the question of torture, Sir Nigel Rodley, and the Special Rapporteur on violence against women, its causes and consequences, Ms. Radhika Coomaraswamy, agreed to conduct a joint mission to East Timor in early November. By a letter dated 26 October 1999 to the Minister for Foreign Affairs of Indonesia, the United Nations High Commissioner for Human Rights informed the Government of Indonesia of the planned mission and requested that the Government meet with the Special Rapporteurs in Jakarta. On 3 November 1999, the Government replied that it had

deferred consideration of the proposed visit by the Special Rapporteurs and that a decision would be taken on the matter after a period of internal consolidation of the newly appointed Government. In the light of the urgent request by the Commission on Human Rights for an immediate investigation into and report on the human rights situation in East Timor, it was finally decided that the Special Rapporteurs and their supporting staff would carry out a joint fact-finding mission to East Timor from 4 to 10 November 1999. The Special Rapporteurs regret that they were unable to visit Jakarta to meet with government representatives and the National Commission of Inquiry, and that they did not have the opportunity to visit West Timor and other locations relevant to their investigations.

8. The mandate of the Special Rapporteur on extrajudicial, summary or arbitrary executions was established by the Economic and Social Council in its resolution 1982/35 of 7 May 1982. Asma Jahangir was appointed Special Rapporteur on 12 August 1998 and her mandate was renewed for a period of three years by the Commission on Human Rights in its annual resolution on extrajudicial, summary or arbitrary executions, resolution 1998/68 of 21 April 1998.

9. The mandate of the Special Rapporteur on the question of torture was established in 1985 by the Commission on Human Rights in its resolution 1985/33 of 13 March 1985. Sir Nigel Rodley was appointed Special Rapporteur in 1993 and his mandate was renewed by the Commission on Human Rights in its resolution 1998/38 of 17 April 1998 for a period of three years.

10. The mandate of the Special Rapporteur on violence against women, its causes and consequences was created by the Commission on Human Rights in its resolution 1994/45 of 4 March 1994 and renewed by the Commission in its resolution 1997/44 of 11 April 1997 for a further period of three years. Radhika Coomaraswamy was appointed to the position at that time and continues to serve as Special Rapporteur.

11. The present report is based largely on information gathered and observations made by the Special Rapporteurs during their mission to East Timor and focuses on human rights abuses committed since January 1999. Many of the observations presented are not conclusive and are mainly aimed at highlighting areas and issues requiring further attention, including criminal and forensic investigation. While information about alleged extrajudicial killings, torture, sexual violence and other human rights abuses is now gradually emerging as on-site investigations are getting under way, the reports received so far remain incomplete. Further investigations are urgently needed in order to establish the full scope and nature of the atrocities committed in East Timor.

Programme of the visit

12. Upon arrival in East Timor, the Special Rapporteurs met with the Acting Special Representative of the Secretary-General and other staff of the United Nations Transitional Administration in East Timor (UNTAET), who briefed them on the overall political, humanitarian and human rights situation in East Timor. In Dili the Special Rapporteurs further had the opportunity to meet with Bishop Carlos Belo. Discussions were also held with representatives of the National Council of Timorese Resistance (CNRT).

13. The visit included several field trips outside Dili. Ms. Jahangir visited the towns of Suai, Maliana and Oekusi, some of the places from which she had received allegations of killings allegedly committed jointly by the militia and the military, and which had had a strong pro-integration militia presence before and after the ballot. In Suai, the Special Rapporteur also inspected the local church grounds, where a large number of persons are feared to have been killed in a militia assault on the town's two churches. Ms. Jahangir and Sir Nigel Rodley visited Aileu, where they met the Deputy Commander of the Falintil movement, Taur Matan Ruak. In Aileu, the Special Rapporteurs also had the opportunity to speak to five former militiamen held in custody by the Falintil forces. The three Special Rapporteurs further visited Tibar and Liquica, where they heard individual testimonies of alleged human rights violations. Further interviews with victims and witnesses were conducted at UNTAET headquarters in Dili.

14. The Special Rapporteurs met with the Force Commander of the International Force, East Timor (INTERFET), Major General Cosgrove, and the delegation was briefed at INTERFET headquarters on the investigative work carried out by the INTERFET military police and the United Nations civilian police into reported cases of extrajudicial killings. After the briefings Ms. Jahangir, accompanied by INTERFET and United Nations civilian police and forensic staff, attended the exhumation of remains from a grave site believed to be those of a person allegedly extrajudicially killed by militia elements. Ms. Jahangir and Sir Nigel also visited the INTERFET Force Detention Centre where they spoke with persons detained on suspicion of involvement in extrajudicial killings and other grave human rights violations.

15. In Dili the Special Rapporteurs held discussions with representatives of United Nations agencies and other international organizations active in East Timor, including the Office of the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme (WFP), the United Nations Children's Fund (UNICEF), the International Committee of the Red Cross (ICRC), Médecins sans Frontières and Timor Aid. Discussions were also held with representatives of Amnesty International carrying out investigative work in East Timor. In Dili the Special Rapporteurs met with local non-governmental organizations, including Yayasan Hak, Fokupers and the East Timor Human Rights Commission.

II. Overall human rights developments and general background

16. The recent crisis in East Timor should be considered against the background of a long history of serious human rights abuses and political tensions which have taken place since the annexation of the Territory by Indonesia in 1975. The Special Rapporteurs of the Commission on Human Rights have for the last several years reported on and expressed their deepening concern over the human rights situation in East Timor. There have been continuing allegations of extrajudicial killings, torture, disappearances and acts of sexual violence attributed to members of the Indonesian National Army (TNI) and pro-Government militias and paramilitary groups.

17. On 27 January 1999, the Government of Indonesia announced its readiness to rescind its annexation of East Timor and grant it independence, in the event that the Government's offer of autonomy was rejected. To begin this process, on 11 March 1999, Portugal and Indonesia agreed to a United Nations-supervised ballot to consult the East Timorese people on whether they accepted or rejected the Indonesian Government's proposal for autonomy. On 21 April, an agreement was reached which committed all parties in East Timor, including the armed forces and pro-integration and pro-independence groups, to end violence in the Territory. The agreement also created a Commission on Peace and Stability for East Timor, composed of representatives of pro-independence and pro-integration groups, the local authorities, local police commanders and TNI.

18. On 5 May, Indonesia, Portugal and the Secretary-General signed an Agreement in New York laying a constitutional framework for the future status of East Timor and establishing the modalities for the popular consultation. The Agreement emphasized the responsibility of the Indonesian authorities in securing an environment free from violence and intimidation and conducive to the conduct of the popular consultation. The Agreement also stressed that the absolute neutrality and impartiality of TNI and the Indonesian police would be essential in that regard.

19. On 11 June 1999, the United Nations Mission in East Timor (UNAMET) was established to organize and conduct the popular consultation. The preparations and the conduct of the voting proceeded despite several incidents of violence, threats and intimidation, mainly by pro-Government militia elements. After having been postponed several times, the popular consultation was finally held on 30 August, with some 98 per cent of the registered electorate turning out to vote. On 4 September, the Secretary-General announced the results of the popular consultation, in which more than 78 per cent of the voters had rejected the Indonesian Government's autonomy proposal and called upon all parties to bring an end to the violence and to begin in earnest a process of dialogue and reconciliation.

20. However, after this announcement militia groups and elements of the Indonesian security forces unleashed a wave of violence in which pro-independence supporters were terrorized and killed. Private homes, public buildings and infrastructure were systematically burned and destroyed. More than 400,000 people were forced to leave their homes and flee to the hills, or were forcibly displaced by TNI and militia units to areas outside East Timor, mostly in West Timor and other neighbouring islands in Indonesia.

21. Owing to the escalation of the violence, the UNAMET mission was forced to evacuate its staff from East Timor on 14 September. Some 1,400 East Timorese civilians who had fled the terror in Dili and other locations and found refuge in the United Nations compound were also airlifted to safety in connection with the United Nations evacuation. The violence and destruction continued unabated after the departure of the mission, despite repeated calls on the Government to control the situation and respect its obligation to ensure order and security.

22. On 12 September, the Government of Indonesia formally agreed to the presence of an international intervention force in East Timor. This force, known as the International Force, East Timor (INTERFET), began deploying on 20 September and is now engaged in providing security, facilitating distribution of humanitarian aid and re-establishing law and order in East Timor. On 25 October, the Security Council decided to establish a United Nations Transitional Administration for East Timor (UNTAET), with a broad three-year mandate to support the Territory's

transition to independence. Its mission is to provide security and maintain law and order, establish an administration and help develop civil and social services. It will also coordinate the delivery of humanitarian aid and support capacity-building for self-government.

A. Extrajudicial, summary or arbitrary executions

23. In her last report to the Commission on Human Rights (E/CN.4/1999/39/Add.1), the Special Rapporteur noted that she had continued to receive reports of human rights abuses in East Timor and other parts of Indonesia attributed to the police and the military. The reports indicated that political protesters and members of ethnic minorities had been deliberately targeted and subjected to ill-treatment in detention, which at times had led to their death. The Special Rapporteur had sent urgent appeals and allegations to the Government of Indonesia regarding cases in which demonstrators had been shot dead by Indonesian security forces or been killed as a result of indiscriminate use of force by Indonesian army units. The Special Rapporteur noted that investigations into such incidents were rarely carried out and the perpetrators almost never held accountable for their actions. In response to increasing reports of violence and human rights abuses attributed to Indonesian government forces since the beginning of the year, the Special Rapporteur had repeatedly sent urgent appeals to the Government urging the authorities to protect the safety and integrity of the civilian population in East Timor and to ensure that the police and military were conducting their operations in strict compliance with international human rights and humanitarian law standards.

24. In this connection, the Special Rapporteur wishes to draw attention to the report of her predecessor, Bacre Waly Ndiaye (E/CN.4/1995/61/Add.1), submitted following his mission to East Timor from 3 to 13 July 1994, in which he concluded that members of the security forces responsible for human rights violations enjoyed virtual impunity for their actions. He noted a sense of terror among many Timorese he had the opportunity to meet and reported on the contemptuous manner with which the authorities were dealing with violations of human rights by the armed forces.

25. Since the annexation of the Territory in 1975, there have been repeated allegations of extrajudicial killings in East Timor. To the Special Rapporteur's knowledge, these allegations have never been properly investigated by the Government of Indonesia. The perpetrators have only exceptionally been brought to justice, and in the cases where they have been punished, the sentences have been disproportionately mild for the crime committed. In other cases, the perpetrators have been convicted for crimes of a less serious nature than the original accusation. Local non-governmental organizations assert that it was the long-standing virtual impunity enjoyed by the Indonesian army and police which emboldened militias and government forces to carry out widespread killings in such a brazen manner following the announcement of the results of the popular consultation held on 30 August 1999.

26. It is reported that, following the announcement of an offer for autonomy or independence by the Government of Indonesia in January 1999, pro-integration groups launched a campaign of intimidation and violence directed against persons and communities known for their pro-independence sympathies. Reportedly, on 6 April 1999, at least 25 people who had been sheltered in the church in Liquica were killed by pro-integration militias believed to belong to the Besi Merha Putih group. On 7 April, the Permanent Mission of Indonesia to the United Nations issued a press release stating that five people had been killed in Liquica, including a local police officer, following the escalation of a heated exchange between pro-integrationists and pro-independence supporters. It is further reported that on 17 April, pro-Government militias killed at least 13 people in Dili in a series of armed attacks on civilians.

27. Acts of violence and intimidation by pro-independence groups were also reported in the same period. The Minister of Defence of Indonesia is reported to have stated that until the signing of the ceasefire agreement on 21 April, pro-independence groups had committed 30 violent acts, including 14 armed terrorist attacks, the burning of a village, 2 violent demonstrations, 6 armed attacks against pro-integration groups, 2 armed attacks against the security apparatus, 3 murders and 2 acts of torture against members of pro-integration groups.

28. The violence which had marked the months preceding the popular consultation on 30 August intensified after the ballot and became increasingly systematic and widespread, particularly following the announcement of the results on 4 September. Killings are mostly attributed to militia groups supported or assisted by TNI and the police. While many of these acts appear to have been selective and targeted against specific individuals or families, some atrocities were of a more indiscriminate nature and were apparently aimed at terrorizing and intimidating entire villages or communities perceived as hostile to the pro-integration cause. This campaign of terror and violence, as reported by several witnesses, including UNAMET staff, appears to have been well planned and executed in reprisal for the vote in favour

of independence for East Timor. Pro-independence Timorese, church leaders, teachers and CNRT activists were deliberately identified, hunted down and extrajudicially killed. While most of the reported killings appear to have been concentrated in the western and central parts of East Timor, particularly the areas in and around Suai, Maliana and Liquica, recent reports emerging from other provinces suggest that few areas in East Timor were spared these atrocities.

29. While in East Timor, the Special Rapporteur heard testimonies describing the attack on Bishop Belo's compound in Dili on 6 September, where more than 2,000 civilians had reportedly taken refuge from the escalating violence in the city. Eyewitnesses told the Special Rapporteur that around 9.30 a.m. Aitarak militia elements together with units of the Indonesian Kostrad special forces surrounded the compound and ordered everyone out. Shortly afterwards, militiamen entered the diocese building and opened fire on the civilians. Witnesses told the Special Rapporteur that they had identified a number of army and Kopassus military intelligence personnel among the assailants dressed in militia uniform, and that TNI Kostrad officers appeared to have been in command of the operation. Reportedly, some 100 militia and army personnel participated in the operation. After the attack, which left an unknown number of persons dead, the bodies of the victims were reportedly loaded onto army trucks parked outside the compound and transported to an unknown location.

30. In Dili, the Special Rapporteur was also briefed by INTERFET and the United Nations civilian police about the investigations into the killing of nine persons in Lospalos on 25 September. It appears that on that date eight persons, including three Catholic priests, two nuns and an Indonesian journalist, were travelling by car when they were stopped by a group of militiamen belonging to the Team Alpha militia group. The eight people in the car and a teenage boy who witnessed the incident were killed, and the car dumped into a nearby river. Six former members of Team Alpha who are accused of the nine murders are currently being held in the Force Detention Centre in Dili. The Special Rapporteur had the opportunity to speak to the detainees in connection with her visit to the Detention Centre. One of them told her that he had been trained, armed and paid by Kopassus intelligence officers to carry out armed militia activities in the Lospalos area. Another former militia member told the Special Rapporteur at the Force Detention Centre that he had received money from his militia leader, in the presence of a TNI officer, and been ordered to kill nine pro-independence sympathizers. The man is accused of having killed one of these persons.

31. During her visit to Maliana on 5 November, the Special Rapporteur spoke to a number of local residents who had witnessed killings and other grave abuses by pro-integrationist militias after the ballot on 30 August. According to their accounts, in the evening of 8 September a group of militias belonging to the Besi Merha Putih group and TNI soldiers arrived in the village in two army trucks. (Witnesses said that weeks before the assault, militia elements had been accommodated at the local TNI base, where they allegedly had received military training.) The villagers said that from 50 to 100 people were killed by the militiamen, reportedly dressed in ninja-like uniforms and armed with machetes, who went from house to house searching for known independence supporters. Many of the persons the Special Rapporteur spoke to said that they had gone to the local police station to seek protection, but the police apparently had refused to intervene.

32. The Special Rapporteur was deeply distressed to hear the testimony of an 11-year-old boy who had witnessed his father being hacked to death by militiamen with machetes. An unknown number of children were among the victims of the atrocities committed in East Timor and many more have been left deeply traumatized from having witnessed acts of unspeakable cruelty. These children now urgently need care and counselling to come to terms with their sorrow and distress.

33. On 5 November, the Special Rapporteur visited the town of Suai, where a large but as yet unconfirmed number of people are feared to have been extrajudicially killed in a militia assault on the local church. It is reported that on 6 September, Maihidin militia elements, backed by TNI soldiers and officers of the Indonesian mobile police, Brimob, surrounded the church grounds and opened fire indiscriminately on the two churches where a large number of local civilians had sought shelter. It is alleged that the bodies of victims of the massacre were taken away on army trucks. Among the victims were Father Hilario Modeira and at least two other priests. The Special Rapporteur visited the scene of the alleged massacre and noted that while bloodstains could still be seen on floors and walls, the grounds had been thoroughly cleaned of other material evidence. A pile of spent cartridges apparently collected from the two churches lay in one of the burnt-down houses. At the scene were also a number of human bones, confirmed by a forensic expert as belonging to a man in his twenties. The origin of the remains is unclear, as the INTERFET military police said that the bones had been brought to the scene after the massacre had occurred. Investigations into the incident in Suai, and other cases of alleged extrajudicial killings, are complicated by the fact that in most cases the

bodies of the victims have been taken away to an unknown location, and spent cartridges and other traces of the incident have been removed from the scene.

34. On 25 November, the Indonesian Commission of Inquiry announced that it had found three graves containing the bodies of 26 persons believed to have been killed in the massacre in Suai. The graves were discovered on Oeluli beach, in the district of Kobalima in West Timor, some 3 kilometres from the border with East Timor and about 20 kilometres from the town of Suai. Three of the bodies were identified as the three priests killed in Suai. Among the bodies were reportedly the remains of at least three children.

35. The Special Rapporteur heard testimonies from different parts of the country of people who had seen dead bodies being transported in trucks. Two women gave eyewitness testimony describing how women had been killed after having been raped by Indonesian police and militia. Their bodies were reportedly taken away to an unknown location in army vehicles. Other persons the Special Rapporteur spoke to claimed that bodies had been dumped in a river, where rubber shoes and other items of clothing had later been found floating. So far the bodies have not been recovered. A former militia member in INTERFET custody whom the Special Rapporteur interviewed stated that he had thrown the bodies of several victims of extrajudicial killings into the river after a militia attack against independence supporters. Some civilians reported that TNI had used boats and ships to transport and dump large numbers of dead bodies into the sea. Only three bodies have so far been recovered from the shores of East Timor, and these reports still remain to be investigated and confirmed.

36. There are currently no reliable estimates as to the number of persons who may have been killed in the last few months. Reports of bodies and graves found are now beginning to reach INTERFET and UNTAET, but the flow of information is still slow as the international agencies have yet to fully re-establish their communication systems and their presence on the ground. More reports are also being received as people gradually return to their homes from West Timor and neighbouring islands.

37. According to information provided by INTERFET and the United Nations civilian police, reports of extrajudicial killings up to 10 November 1999 had reached a total of 1,093 persons. By the time the Special Rapporteur left East Timor, an average of 8 new bodies were being discovered per day. So far 104 bodies have been discovered and 17 additional bodies and 28 grave sites have been reported. There is reason to fear that these confirmed official figures may represent only the tip of the iceberg as more evidence of atrocities is gradually uncovered. Local non-governmental organizations have received information of killings of over 1,500 people. It may further be noted that the eyewitnesses the Special Rapporteur spoke to could seldom specify how many persons had been killed in the incidents they had personally witnessed. This is understandable, considering the panic and terror prevailing before and after the killings.

38. As more than 400,000 people have been displaced from their homes and many of them have lost contact with relatives and family in the process, it is extremely difficult to reach any conclusion as to the total number of missing persons. Among the displaced are also many former militia members and their families. Therefore, it is clear that any reliable estimate of the number of unaccounted-for persons will have to wait until most of the displaced have either been registered and traced or repatriated.

39. There are reports of continuing abuses by militia elements directed against displaced East Timorese civilians in camps in West Timor. It is imperative that these people be allowed to return to their homes and that international agencies gain full access to camps and other places where the displaced are currently accommodated.

40. Currently, INTERFET military police and United Nations civilian police officers are in charge of the investigation of alleged crimes and human rights violations, including extrajudicial killings. In discussions with the Special Rapporteur, both complained of the lack of forensic and other facilities for investigating crime scenes and exhuming bodies of persons alleged to have been extrajudicially killed. This situation has to some extent improved with the arrival of a forensic expert working under UNTAET auspices, but there is still an urgent need to deploy additional experts, including a forensic pathologist, and equipment, such as adequate autopsy facilities, so that investigations can proceed without delay and interruption.

B. Torture and violence against women

41. The Special Rapporteur on the question of torture has followed developments in East Timor pertaining to the mandate for many years. In 1991, the first Special Rapporteur, Peter Kooijmans, visited Indonesia and East Timor; indeed, he was in Dili at the time of the massacre at Santa Cruz cemetery on 12 November 1991. His report to the Commission on Human Rights details his attempts to obtain information on the killings and secure guarantees against ill-treatment of those detained in the wake of the atrocity (E/CN.4/1992/17/Add.1, paras. 46-65). In addition,

the present Special Rapporteur, having failed to elicit an invitation from the Government to visit Indonesia and East Timor, accepted an invitation from the Government of Portugal to visit Lisbon to meet a number of East Timorese persons residing in Portugal who had allegedly been tortured by Indonesian security forces before leaving their country. He found a number of their stories credible.

42. The Special Rapporteur observed that the bulk of the allegations of torture and ill-treatment encountered by the delegation during the joint mission related to such treatment either as a prelude to murder or as taking the form of sexual violence.

43. As far as torture and ill-treatment incidental to murder is concerned, most of the relevant information is contained in the previous section and will not be recapitulated here. Indeed, two alleged survivors of such ill-treatment whom the delegation met in Tibar village on 7 November seemed to have been destined to be murdered but were apparently rescued, with the help of infiltrators among the militiamen involved, by collaborators of the mayor of the village, whom the delegation also met. One, Agosto Fernandes, claimed to have been detained at Dili port and subjected to various bodily assaults and had scars seemingly consistent with his story. This was also the case for the other, João da Costa, allegedly attacked at his house.

44. The Special Rapporteur had received numerous allegations from non-governmental organizations according to which in the first three months of 1999 numerous persons were seized by militia groups, sometimes acting in collaboration with TNI, and subjected to various forms of torture and ill-treatment. Typically, the treatment consisted, as reported, of beatings and wounding with sticks, machetes, spears, knives and rifle butts. While the circumstances of the visit did not permit direct examination of the cases, the Special Rapporteur found them sufficiently substantiated and consistent with each other and with previous allegations to transmit them to the Government of Indonesia for its observations. They will be reflected in his report to the Commission on Human Rights at its fifty-sixth session.

45. The delegation was also given access to the small number of summaries of testimonies received in respect of acts allegedly committed by persons detained by UNTAET. Another document referred to an admission of serious assault by one of the detainees.

46. Since the creation of her mandate in 1994, the Special Rapporteur on violence against women has received many cases of violence against women alleged to have been committed by the Indonesian armed forces in East Timor. In November 1998, the Special Rapporteur visited Indonesia and East Timor. She observed that although there was greater freedom in East Timor, and gestures of good will had been offered by President Habibie, the serious and systematic abuses that prevailed in the Territory continued to create a climate of distrust and suspicion. Women were particularly vulnerable to gender-specific human rights violations, including rape and sexual harassment. Rape often went unreported because of fear of retaliation. The Special Rapporteur noted that before May 1998 rape was used as an instrument of torture and intimidation by certain elements of the Indonesian army in East Timor. Relatives of political opponents were raped by the military as a form of revenge or to force their relatives out of hiding. At the time of her visit, rapes of Timorese women were continuing; however, the Regional Army Commander in Dili assured the Special Rapporteur that he would not tolerate violence against women by the armed forces. When writing her report in December 1998, the Special Rapporteur stated that it was still too early to assess whether the assurances of army officials would be implemented and rapists brought to trial before military tribunals (see E/CN.4/1999/68/Add.3). The Special Rapporteur on violence against women continued to receive allegations of human rights abuses in East Timor throughout the course of 1999.

47. At the fifty-fifth session of the Commission on Human Rights, in April 1999, the Special Rapporteur expressed her concern that the human rights rhetoric that she had welcomed in the report on her mission to Indonesia and East Timor was under threat. She drew attention to recent developments in East Timor and warned that the international community must remain vigilant to the possibility that the clock might be turned back to an earlier era when human rights in Indonesia were violated with even greater impunity.

48. During the joint mission, the Special Rapporteur on violence against women heard testimonies from rape survivors and eyewitnesses to human rights violations. She found evidence of widespread violence against women in East Timor during the period under consideration. The violence was organized and involved members of the militia and members of TNI; in some places, there was no distinction between the two as members of the militia were also members of TNI. In any event, it is clear that the highest level of the military command in East Timor knew, or had reason to know, that there was widespread violence against women in East Timor. There were cases of sexual slavery, sexual violence as a means of intimidation and sexual violence as a result of the climate of impunity created by the security forces operating in the island.

49. The Special Rapporteur heard several cases of testimony from women who were reportedly victims of sexual slavery. All the testimonies cannot be reproduced for lack of space. However, the following accounts indicate that TNI officers were both perpetrators of sexual violence and directly involved in the command of the militia.

50. V. was born on 4 April 1981 and was from Bobonaro. On 8 September 1999, the militia burned her family's house and they sought shelter in a nearby store owned by a Javenese Indonesian couple. All the victims of the area had gathered there and were guarded by TNI. Unfortunately, some TNI members were also militia members. V. was in the kitchen the day after the fire when a TNI soldier named Natalino offered 140,000 rupiahs to C., the wife of a TNI soldier named Sabino who was guarding the victims, to persuade V. to have sex with him. The woman ordered V. to have sex with the man. He had a gun so V. was terrified. She screamed for help, but the TNI soldier raped her. The following night he came again and took her away. This continued until the military decided to move to West Timor. The TNI soldier wanted to take her with him but she and her family refused, saying that she was the eldest child and had to take care of the others. She escaped to the hills and came down only after the situation was calm.

51. R. was also from Bobonaro, and was born on 6 August 1973. She was married and then divorced. On 8 September, her house was also burned to the ground. She and her family initially escaped to the house of a local militia leader whom they knew, but he was killed. On 10 September, they also went to the store where V. was staying; the militia and military were both on armed guard. She was approached by one of the militiamen, who told her that Commander Pedro of the militia, who was also a member of the Indonesian army, wanted her. Her mother tried in vain to protect her. The man brought her to the commander, who raped her in an empty house. R. was pointed out by the same woman who acted as intermediary in V.'s case. The following day Pedro brought her presents and Rp 200,000 and tried to persuade her to go to West Timor, but she refused. The next night, another TNI soldier named Sabino forcibly took her away from her parents and raped her in another empty house. The third night, Sabino brought another TNI soldier called Januario, who also took her away and raped her. Later, she managed to escape to the mountains and remained there until the situation had improved.

52. In addition to sexual slavery, sexual violence was also used as a strategy of intimidation, particularly during the period from January to July 1999. The violence included documented cases of torture. Intimidation was particularly directed against female family members whose husbands had left the village. The Special Rapporteur received many such allegations from the areas of Liquica and Viqueque. As the Special Rapporteur did not visit women victims in either of these areas, she was unable to verify the substance of the reports through direct testimony. However, non-governmental organizations have provided her with reports of several cases of violence against women whose husbands had left their homes, as well as violence against internally displaced women. The testimonies are detailed enough to be credible and should be investigated further.

53. The greatest amount of sexual violence took place as a result of the climate of impunity that pervaded the island during the months leading up to and after the consultation. The following cases of direct testimony give an indication of the type of impunity that prevailed.

54. A. is a 15-year-old girl from the Liquica district. On 18 September, a local militia leader, Alphonso Lauhata, came to take her and a friend to a rally of the Golkar political party. When they refused to go, the man threatened to kill her parents and burn their house down. The two girls therefore went to the rally. After that they were forced to go to a Golkar party. They stayed at the party until 3 a.m. and then were taken away. Three men followed them on motorcycles, all members of the local militia. Their names were Miguel, Pedro and Momo. A. and her friend were taken by Alphonso to the house of an aunt and left there. The three men broke into the house and asked for the girls. The members of the family fled. A. ran out of the house and hid near the regional parliament building, but the militiamen found her. She was first raped by Momo. As she was screaming, he took her sarong and stuffed it into her mouth. After Momo, Miguel took his turn and held a knife to her head. When they finished they threatened to kill her and her parents if she told anyone. After that they left.

55. Another case was that of J. On 6 September, the militia came and took her and her family to the army barracks of the Battalion 744 Becora of the Indonesian army. On 12 September, the family requested permission to return to their house. They needed to get approval from military headquarters. Francisco Suarez, a commander in the TNI army regiment, offered to take J. on his motorcycle to the headquarters. The family agreed. However, instead of taking her to the army headquarters she was taken to a faraway beach. She tried to jump off the motorcycle, but he held on to her legs. He stopped the bike and held a gun to her and said that he would not take her back unless she had sex with him. She begged him to leave her alone, saying that she was a Catholic and a virgin. He pushed her to the ground and raped her. After a while he raped her again. He gave her Rp 200,000 and took her back to her family.

56. Given the long-standing impunity enjoyed by TNI with regard to crimes of sexual violence in East Timor, there was no possibility of victims reporting the incidents or attempting to seek justice. As the refugees return from the mountains and West Timor, the number of stories will undoubtedly increase. Women's organizations and human rights organizations such as Fokupers and the East Timor Human Rights Commission are taking affidavits as the people arrive and begin to tell their stories. The full scale of the violence will only be known in a few months' time.

57. The Special Rapporteur also heard reports of violence against women in refugee camps in West Timor. There are allegations that girls were being taken out of the camp at night, raped and brought back. Though she heard this allegation from many non-governmental sources, it was not verified by any individual cases or direct testimony. Nevertheless, the persistence of the allegations requires that they be investigated by authorities who have access to refugee camps in West Timor. The only confirmation to have emerged was the case of a 24-year-old woman who had returned from West Timor. Médecins sans Frontières confirmed that they had transferred her to ICRC. She had been beaten and violently raped and was suffering from psychological trauma. ICRC had not reported the case to INTERFET, but agreed that all future cases would be referred to the investigating authorities.

58. The Special Rapporteur was concerned that INTERFET did not include any expertise in cases of sexual violence. There is no special unit or specially trained investigators who may be able to identify, report and investigate cases of violence against women. There is an urgent need to ensure that this is remedied and that INTERFET is given the support needed to ensure proper investigation of cases of sexual violence. The INTERFET Commander responded positively to this suggestion.

III. State responsibility

59. While most of the atrocities committed in East Timor must clearly be attributed to pro-integration militia elements, the information gathered and testimonies heard by the Special Rapporteurs leave little doubt as to the direct and indirect involvement of TNI and police in supporting, planning, assisting and organizing the pro-integration militia groups.

60. Close cooperation between militia elements and TNI has been witnessed and documented by UNAMET staff, who directly observed joint gatherings of TNI officers and militia groups at various locations throughout the territory. Participants and other witnesses report that a common purpose of these meetings was to convey strategic and tactical plans for acts of violence against supporters of independence. Most witnesses the Special Rapporteurs spoke to, including United Nations staff, stated that TNI or police units were often present when human rights violations were being committed by militia groups, but took no action to prevent the violence. On numerous occasions over several months, UNAMET staff directly observed TNI and Indonesian police units engaged in joint military-style operations with militia groups. As noted above, witnesses to the incident in Suai on 5 September implicate TNI and police units as having actively participated in the operation. A spouse of a TNI soldier testified that she had seen militia members being provided with arms at the Kodim (district military command) where her family had taken refuge. Families of TNI officers and police were reportedly moved to safety hours before the result of the popular consultation was to be announced, which would seem to indicate that the authorities were well aware of the violence that was to follow.

61. Consistent eyewitness testimonies of militia attacks against UNAMET offices in several locations indicate that TNI and police units which were present at the scene did nothing to stop or prevent the violence directed against the United Nations compounds. One UNAMET staff member who had supervised the voting in Atsabe on 30 August told the Special Rapporteur on extrajudicial, summary or arbitrary executions how a group of militiamen had surrounded the polling station and then opened fire in the direction of the UNAMET staff. When the witness and the other staff were loading the ballot boxes into their car before leaving, one local staff member was stabbed in the back by one of the militias. The man later died of his wounds after having been evacuated from the scene together with the other United Nations staff. About 10 Indonesian police officers were present and witnessed the incident without making any attempt to intervene.

62. Rape survivors reported collusion and close links between the militia, TNI and the police. Survivors' testimonies indicate that on many occasions no distinction could be made between members of the militia and members of TNI, as often they were one and the same person in different uniforms. It is reported that each militia group had one TNI officer in command of the group. Further testimony implicates TNI officers as perpetrators of sexual violence. Owing to the widespread nature of violations, it is clear that the highest level of the military command in East Timor knew, or had reason to know, that there was widespread

violence against women in East Timor. According to information received, no action was taken by the Indonesian authorities to prevent such acts or to prosecute the perpetrators in compliance with international law.

63. Credible information received by the Special Rapporteurs during their mission indicates that as at the end of 1998, at least 22 new militia groups had been formed in East Timor. Reports and testimonies further suggest that these groups were armed and paid by Indonesian army intelligence to unleash terror and violence in East Timor. It is alleged that the Satuan Tugus Inteligen (SGI) intelligence unit, which had operated in the area for many years, had been reorganized through Kopassus (one of the intelligence units of the Indonesian army) in late 1998 to recruit and train such militia groups in East Timor. In this connection, it should be noted that the TNI deployment in East Timor, as elsewhere in Indonesia, followed a structure which secured a solid army presence on all administrative levels, from the district to the village level. Many observers assert that this structure ensured military control on the local level and also allowed TNI to recruit and supervise pro-integration militia groups. A number of official documents indicating formal cooperation between TNI and militia groups have also been recovered from Indonesian government offices in East Timor.

64. Under annex I, article 3, and annex III, paragraph 1, of the Agreements signed on 5 May by Indonesia, Portugal and the Secretary-General (A/53/951-S/1999/513), the Government of Indonesia assumed responsibility for maintaining peace and security in East Timor in order to ensure that the popular consultation was carried out in a fair and peaceful way, and in an atmosphere free of intimidation, violence or interference from any side. Throughout the recent eruption of violence, starting in January 1999 and ending with the departure of TNI and the Indonesian police in early September, the Government of Indonesia kept the security arrangements firmly to themselves, despite widespread reports of killings, plunder and intimidation by militia groups acting in collusion with TNI and the police. Throughout this period the Government also gave repeated assurances to the United Nations and the East Timorese people that it would take measures to guarantee security and maintain law and order. At no time did the Government express its inability to do so or its intention to give up this responsibility.

65. There is a demand that the perpetrators of human rights violations be brought to justice. Most East Timorese the Special Rapporteurs spoke to, including representatives of CNRT, were open to a process of reconciliation, but not at the expense of justice. The past cannot remain shrouded in mystery. In such situations the victims continue to seek justice and are unable to come to terms with their sorrow and distress. Impunity gives rise to frustration and anguish, which eventually may result in renewed cycles of violence. In East Timor defenceless civilians were made victims of planned acts of violence, which were carried out without remorse and in full view of international observers and the media. The Indonesian authorities must meet their obligation to deny impunity for these atrocities. In the event that there is reluctance or lack of capacity on the part of the national authorities to investigate and prosecute these crimes, the perpetrators will have to be brought to justice under a broader, universal jurisdiction.

IV. International Force, East Timor

66. INTERFET, which is currently responsible for maintaining law and order, is carrying out its duties in a sensitive and efficient manner given the restraints under which it is working. Upon arrival and in its initial deployment phase, INTERFET encountered only sporadic resistance and was thus able to assume control over most of East Timor without significant use of force. However, casualties could regrettably not be completely avoided and six persons, suspected militiamen, were killed in armed clashes with INTERFET units. The Special Rapporteur on extrajudicial, summary or arbitrary executions was thoroughly briefed about the investigations into these cases by the INTERFET military police.

67. As far as the question of treatment of detainees is concerned, the conduct of INTERFET has been exemplary. The delegation met with six detainees in conditions in which it could be confident that the detainees would have no fear of speaking frankly of any complaints as to their treatment. There were none. ICRC, which has full access, confirmed that it too had received no complaints from any of the detainees. The tone was set by the Force Commander who, especially in the beginning, established the pattern by personally visiting the detention area. The establishment of a detention-management team also acts as a safeguard against abuse.

V. Conclusions and recommendations

68. The Special Rapporteurs received excellent cooperation and support from all UNTAET staff and INTERFET peacekeepers. They wish to pay particular tribute to the commitment and professionalism of the local

and international UNTAET staff, cheerfully doing their jobs under hardship conditions; many of them are former personnel of the United Nations Mission in East Timor (UNAMET) who with skill and bravery saw the referendum through to its conclusion and stood by the people of East Timor until UNAMET staff were eventually forced to withdraw. They also take pleasure in acknowledging the sensitivity with which INTERFET conducts its relations with the local population, as well as its openness to suggestions on how to deal with problems for which previous training could not have fully prepared it.

69. The Special Rapporteurs appreciated the positive and informative meetings they held with representatives of civil society, including CNRT and local non-governmental human rights organizations. They also welcomed the opportunity to visit an informal place of detention in the hands of Falintil personnel confronted with the unfortunate de facto situation of having to clarify which militia members denounced by the local population have sufficient prima facie evidence against them for INTERFET to be able to detain them. It was, on the other hand, a matter of regret that the Government of Indonesia could not agree to receive the delegation and allow it to benefit from the Government's perspective on the events.

70. Despite having read and seen much press and visual media coverage of the wanton destruction and arson of much of the country's housing and buildings, the Special Rapporteurs were still shocked by the sight, from the air and on the ground, of the catastrophe that had been inflicted on the people of East Timor, just as they were touched by the sense of joy and hope that the people evinced, despite this adversity, in the wake of their liberation.

71. It is still too early, on the basis of a short visit and the absence of many witnesses, more than 200,000 of whom are, at the conclusion of the visit, still held in precarious conditions in West Timor or elsewhere in Indonesia, to assess the full extent of the human rights violations and crimes that were perpetrated before and after the 30 August consultation. What is clear is that they took place in the context of an attack against the East Timorese population that overwhelmingly supported independence from Indonesia. They include murder, torture, sexual violence, forcible transfer of population and other persecution and inhumane acts, including destruction of property. These have all been committed on a scale that is widespread or systematic or both.

72. Even applying the strict standards of the International Court of Justice to establish State responsibility for the acts of armed groups in a context of external intervention (dependency of the group on the State) and the exercise of effective control of the group by the State, a standard which cannot reasonably be applied to a State's own acts and omissions of governance of its own people, there is already evidence that TNI was sufficiently involved in the operational activities of the militia, which for the most part were the direct perpetrators of the crimes, to incur the responsibility of the Government of Indonesia. What still remains to be determined is how much of TNI and to what level in the hierarchy there was either active involvement or, at least, culpable toleration of the activities.

73. The questions of the full documentation of the crimes and human rights violations and the definitive establishment of the scope and level of TNI responsibility will need to be answered by a sustained investigative process. The East Timorese judicial system, which still needs to be created and tested, could not hope to cope with a project of this scale. It is clear that the best efforts of INTERFET/UNTAET, geographically limited as they will be, or of the United Nations Commission of Inquiry, limited in time and powers as it will be, are unlikely to lead to the carrying out of complete investigations into the full range of crimes that require to be clarified. The record of impunity for human rights crimes committed by Indonesia's armed forces in East Timor over almost a quarter of a century cannot instil confidence in their ability to ensure a proper accounting. Nor, given the formal and informal influence wielded by the armed forces in Indonesia's political structure, can there, at this stage, be confidence that the new Government, acting in the best of faith, will be able to render that accounting. The investigative forces will need to feed into a system which ensures that those responsible are brought to justice. The same factors that argue for international investigation argue similarly for an international judicial process. So far CNRT, Falintil and, under their encouragement, the East Timor population have, despite occasional excesses, been extremely disciplined in not resorting to summary "justice". But there is a fear that unless justice is provided, it may not be possible to maintain this discipline.

74. Accordingly the Special Rapporteurs make the following recommendations:

1. The Government of Indonesia should immediately comply with its memorandum of understanding with the Office of the United Nations High Commissioner for Refugees by securing unimpeded access of UNHCR to the camps in West Timor where a quarter of the East Timorese population is held, so that the speedy return to East Timor of those who so wish may be effected.

2. The Government of Indonesia should comply with the call of the Indonesian National Commission of Human Rights to disband the militias, both with a view to facilitating the implementation of the previous recommendation and to ensure that the territorial integrity of East Timor is safeguarded from any further disruption, especially when INTERFET leaves.

3. Rapid action should be taken to meet the most pressing need of UNTAET with regard to expertise in forensic anthropology and pathology, autopsy facilities, medical professionals, in particular those qualified to conduct medical examinations of possible victims of rape and sexual abuse, criminal investigation with appropriate equipment and logistical support, human rights investigators, human rights training and liaison officers, and relevant staff for an effective information storage and retrieval system.

4. Substantial psychiatric and other specialized resources for counselling and rehabilitation of victims of human rights violations, including forced displacement, should be made available to those in need of them.

5. If, as may well be the case, the Commission of Inquiry is unable to provide a full documentation of State, institutional and individual responsibility for the crimes committed in the past year, further investigative measures will be needed, including those that would be appropriate for preparing cases for an international criminal tribunal.

6. Unless, in a matter of months, the steps taken by the Government of Indonesia to investigate TNI involvement in the past year's atrocities bear fruit, both in the way of credible clarification of the facts and the bringing to justice of the perpetrators — both directly and by virtue of command responsibility, however high the level of responsibility — the Security Council should consider the establishment of an international criminal tribunal for the purpose. This should preferably be done with the consent of the Government, but such consent should not be a prerequisite. Such a tribunal should then have jurisdiction over all crimes under international law committed by any party in the Territory since the departure of the colonial Power.

7. To ensure the effective enjoyment of the right to participate in the governance of their country, UNTAET should make particular efforts to involve the East Timorese in the devising and execution of all the measures of institution-building and governance, including economic development, that will be undertaken during the transition to independence. The greater the range to the implications of these measures, the closer the local involvement needs to be. It is especially necessary that consultations with and involvement of the population not be perceived, however erroneously, as being token in nature.

8. As appropriate, the international community as a whole should stand ready to assist UNTAET in the development of its work. For example, the current crash programme of developing a judiciary and a corps of prosecution and defence lawyers will require the provision of substantial training resources in Indonesian law and international human rights law.

9. Special attention should be given by UNTAET, with the support of the international community, to nurturing and supporting the non-governmental organizations and other institutions of civil society, *inter alia*, financially, with training and technical assistance, with material infrastructural needs.

United Nations A/54/661

General Assembly

Distr.: General
10 December 1999

Original: English

Fifty-fourth session
Agenda item 151 (a)
Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations: financing of the United Nations peacekeeping operations

Support account for peacekeeping operations

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/54/648) on the revised post requirements for the support account for peacekeeping operations for the period from 1 July 1999 to 30 June 2000. During its consideration of the report, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification.

2. The Committee recalls that the General Assembly in its resolution 53/12 B of 8 June 1999 approved requirements in the amount of $34,887,100 for the support account, including 400 posts, for the period from 1 July 1999 to 30 June 2000. The proposed budgets for peacekeeping missions and the support account were estimated at the time at approximately $650 million for the period. As indicated in paragraph 8 of the Secretary-General's report (A/54/648) the total budget of all peacekeeping operations is now shortly expected to exceed $2,000 million per year.

3. This new estimate takes into account the establishment of the United Nations Interim Administration Mission in Kosovo (UNMIK), the extension of the mandate of the United Nations Mission in the Central African Republic (MINURCA), the expansion and conversion of the Observer Mission in Sierra Leone to the United Nations Mission in Sierra Leone (UNAMSIL), the establishment of the United Nations Transitional Administration in East Timor (UNTAET), developments concerning a future United Nations presence in the Democratic Republic of the Congo and a possible major expansion of the United Nations Mission for the Referendum in Western Sahara (MINURSO).

4. The Advisory Committee also notes that in addition to this, as indicated in paragraphs 8 and 9 of the Secretary-General's report, the numbers of international civilian personnel troops, civilian police and military observers in peacekeeping operations will almost double. Moreover, a particularly striking feature related to the complexity of the mandates of some of these missions, and the larger civilian components associated with them, is the need for greater planning, guidance and coordination which, as indicated therein, constitutes a greater challenge and demand upon the Secretariat at every phase of the process.

5. As a consequence, the Secretary-General, in paragraph 10 of his report, is proposing to establish 67 additional posts to be funded from the support account, over and above the 400 approved by the General Assembly in its resolution 53/12 B. Of these total additional posts, 60 would be

99-38408 (E) 101299

allocated to the Department of Peacekeeping Operations, 2 to the Office of Legal Affairs, 2 to the Office of the United Nations Security Coordinator, and 3 to the Procurement Division of the Office of Central Support Services. The Committee notes that the current number of authorized support account posts in those units are as follows: 287 in the Department of Peacekeeping Operations, 3 in the Office of Legal Affairs, 1 in the Office of the United Nations Security Coordinator and 25 in the Procurement Division. The related number of existing posts, description and justification of tasks are indicated in section III, A to D, of the Secretary-General's report.

6. The remaining 84 authorized support account posts are allocated as follows: Department of Management, Contributions Service (2), Treasury (4); Office of Programme Planning, Budget and Accounts, Peacekeeping Financing Division (30), Accounts Division (18); Office of Human Resources Management, Specialist Services Division (3), Operational Services Division (4), Medical Services Division (4); Office of Central Support Services, Facilities Management Division (1), Information Technology Services Division (1), Travel and Transportation (2); Executive Office of the Secretary-General (3); Office of Internal Oversight Services (12).

7. Upon inquiry, the Advisory Committee was informed that there are currently four vacancies in respect of support account posts: two in the Peacekeeping Financing Division, one in the Office of Internal Oversight Services, and one in the Information Technology Services Division. The low number of current vacancies is attributable to the fact that in order to provide temporary capacity as a result of the establishment of UNMIK and UNTAET and pending submission of the revised requirements for the support account, the Department of Peacekeeping Operations was authorized to recruit staff on a temporary basis.

8. The Committee notes that the Secretary-General is seeking authority to enter into commitments not to exceed $3,501,600 for the related costs of the additional 67 posts and to report thereon in the context of the performance report for the period from 1 July 1999 to 30 June 2000. As shown in table 1 of the report (A/54/648), this would increase the resources of the support account by 10 per cent to $38,388,700. The Committee further notes that non-staffing requirements are not being requested at this time. The Committee was informed that the costing parameters utilized for the additional requirements assume a vacancy rate of 50 per cent.

9. The Committee was also informed, upon inquiry, that for the period from 1 July 1998 to 30 June 1999, there is an estimated unencumbered balance of approximately $1,578,400; and that expenditures recorded for the period from 1 July 1999 to 30 June 2000 amount to $12,853,000 as of 30 November 1999.

10. The actions to be taken by the General Assembly in connection with the financing of the support account for the period from 1 July 1999 to 30 June 2000 are set out in paragraph 11 of the Secretary-General's report. The Advisory Committee recommends that the General Assembly approve the establishment of 67 temporary posts and that it authorize the Secretary-General to enter into commitments not exceeding $3,501,600 for the related costs and report thereon in the context of the performance report for the period from 1 July 1999 to 30 June 2000.

11. In accordance with current procedures, the Advisory Committee expects that full justification for the requirements of all support account posts will be provided in the context of the comprehensive annual proposals on the total requirement for human and financial resources from all sources of funding for all departments involved in the backstopping of peacekeeping operations to be submitted to the General Assembly, through the Advisory Committee, in spring 2000. The Advisory Committee stresses the importance of providing workload indicators in accordance with the Committee's recommendations in its report (A/51/906) and the provisions of General Assembly resolution 51/239 A of 17 June 1997. In this regard a database should be established and maintained for each unit.

United Nations A/54/662

General Assembly

Distr.: General
10 December 1999

Original: English

Fifty-fourth session
Agenda items 121 and 47

Proposed programme budget for the biennium 2000-2001

The situation in Central America: procedures for the establishment of a firm and lasting peace and progress in fashioning a region of peace, freedom, democracy and development

The situation in Central America: procedures for the establishment of a firm and lasting peace and progress in fashioning a region of peace, freedom, democracy and development

Programme budget implications of draft resolution A/54/L.24/Rev.1

Report of the Fifth Committee

Rapporteur: Mr. Jan Piotr **Jaremczuk** (Poland)

1. At its 41st and 44th meetings, on 3 December 1999 and 9 December 1999, respectively, the Fifth Committee, pursuant to rule 153 of the rules of procedure of the General Assembly, considered the statement by the Secretary-General on the programme budget implications of draft resolution A/54/L.24/Rev.1 (A/C.5/54/34). The related report of the Advisory Committee on Administrative and Budgetary Questions was presented orally by its Chairman.

2. Statements and comments made in the course of the Committee's consideration of this item are reflected in the relevant summary records (A/C.5/54/SR.41 and 44).

Decision of the Fifth Committee

3. The Fifth Committee decided to inform the General Assembly that, should it adopt draft resolution A/54/L.24/Rev.1, additional requirements not exceeding $187,700 would be charged against the provision of $90,387,200 for special political missions requested in section 3, Political affairs, of the proposed programme budget for the biennium 2000-2001.

99-38482 (E) 131299

United Nations A/54/663

General Assembly

Distr.: General
10 December 1999

Original: English

Fifty-fourth session
Agenda items 121 and 76 (f)

Proposed programme budget for the biennium 2000-2001

General and complete disarmament: small arms

Small arms

Programme budget implications of draft resolution A/C.1/54/L.42/Rev.1

Report of the Fifth Committee

Rapporteur: Mr. Jan Piotr **Jaremczuk** (Poland)

1. At its 44th meeting, on 9 December 1999, the Fifth Committee, pursuant to rule 153 of the rules of procedure of the General Assembly, considered the statement by the Secretary-General on the programme budget implications of draft resolution A/C.1/54/L.42/Rev.1 (A/C.5/54/31 and Add.1). The related report of the Advisory Committee on Administrative and Budgetary Questions was presented orally by its Chairman.

2. Statements and comments made in the course of the Committee's consideration of this item are reflected in the relevant summary records (A/C.5/54/SR.44).

Decision of the Fifth Committee

3. The Fifth Committee decided to inform the General Assembly that, should it adopt draft resolution A/C.1/54/L.42/Rev.1, an additional requirement of $753,100 would arise in the proposed programme budget for the biennium 2000-2001, under section 4, Disarmament ($384,600) and under section 26, Public information ($368,500). In addition, an amount of $56,500 would be required under section 32, Staff assessment, to be offset by the same amount under income section 1, Income from staff assessment. These requirements will be considered in the context of the proposed programme budget for the biennium 2000-2001.

4. The Committee also decided, without prejudice to paragraph 8 of General Assembly resolution 37/14 C of 16 November 1982, to recommend to the General Assembly that the Secretary-General be requested to provide summary records for only those meetings at which decisions will be taken.

99-38476 (E) 131299

United Nations A/54/664

General Assembly

Distr.: General
10 December 1999

Original: English

Fifty-fourth session
Agenda item 119
Programme budget for the biennium 1998-1999

United Nations Fund for International Partnerships

Report of the Secretary-General

Summary

The present report is submitted in response to General Assembly decisions 52/466 of 31 March 1998 and 53/475 of 8 June 1999, wherein the Secretary-General was requested to continue to inform the Assembly on a regular basis on the activities of the United Nations Fund for International Partnerships (UNFIP). Data is provided regarding the outcome of the two funding cycles for the current year of operations, as well as information on progress in respect of the Programme Framework Groups on children's health, population and women and the environment, which commenced their work at the beginning of 1999. The present report supplements the information contained in the previous report of the Secretary-General (A/53/700 and A/53/700/Add.1).

Member States will note that a total of some $108 million has been programmed for the year. The majority of grants ($59 million) were awarded for projects concerning children's health; over $15 million was approved for projects related to population and women; $25 million for projects for the environment and $8 million for projects in the humanitarian and other areas. Taking into account the projects approved since the beginning of the partnership between UNFIP and the United Nations Foundation (UNF) in 1998, over $190 million have been programmed to date.

During the course of 1999, the UNFIP secretariat has continued to play a facilitating role within the United Nations system in relation to the United Nations Foundation. It has also persevered in its efforts aimed at supporting the Secretary-General's reform initiatives, especially in terms of development activities at the country level and has developed a solid collaboration with the Office of the United Nations Development Group as well as with resident coordinators and United Nations country teams. UNFIP will be playing a more active role in working with UNF, among others, in leveraging additional resources in support of United Nations causes.

99-38512 (E) 151299

Contents

		Paragraphs	Page
I.	Introduction	1–2	3
II.	Programme Framework Groups	3–20	3
	A. Children's health	3–9	3
	B. Population and women	10–14	5
	C. Environment	15–20	6
	1. Biodiversity	17–18	6
	2. Sustainable energy and climate change	19–20	6
III.	Funding rounds	21–24	7
IV.	Conclusion	25–29	10
Annex			
	Projects approved for funding by the United Nations Foundation		12

I. Introduction

1. The Secretary-General reported on the activities of the United Nations Fund for International Partnerships (UNFIP) for the first time last year, providing information on the operations of the Fund since its establishment on 1 March 1998 through early 1999 (see A/53/700 and A/53/700/Add.1). Member States may recall that, during the course of that first full year of operations, three funding cycles were completed and a new programming approach was launched, entailing the establishment of Programme Framework Groups (PFGs) to provide guidance for the preparation of projects. The General Assembly was also advised that the fundamental task of these Groups would be to identify programmatic opportunities within the given priority areas of interest to the United Nations Foundation (UNF) and, taking into account the Foundation's financial parameters, to propose the most effective use of its support. The programme areas that had been identified as particularly interesting to the Foundation were, and continue to be, the following: children's health, focusing in particular on decreasing childhood mortality, supporting polio eradication efforts and promoting tobacco-free children and youth; population and women, focusing in particular on adolescent girls and the quality of sexual and reproductive health services; and the environment, focusing in particular on energy and climate change and on biodiversity.

2. Since then, considerable progress has been made concerning the processes of the Framework Groups and two additional funding cycles have been completed to date. The Programme Framework Group on children's health developed a programme framework which was endorsed by both the UNFIP Advisory Board[1] and the Board of Directors of the Foundation in the spring of 1999. The PFG on population and women has also produced a programme framework that was distributed to the United Nations system at the beginning of December. On the environmental front, two PFGs were established, focusing, respectively, on biodiversity and on sustainable energy and climate change. The framework for biodiversity is expected to be issued by the end of the year or at the beginning of 2000, and the framework on sustainable energy and climate change is presently scheduled for completion in the early part of next year. Details on the individual programme framework group efforts as well as the funding rounds are provided in sections II and III below.

II. The Programme Framework Groups

A. Children's health

3. The children's health sector is the programmatic area in which the most progress has been made thus far, in that a programme framework has been developed and presented to the United Nations system. It is thus the only area for which project proposals have been submitted stemming from the guidance reflected in a substantive framework, thus providing an initial indication of the value added of this more focused and strategic programming approach, involving PFGs and resultant programme frameworks.

4. The following United Nations entities participate in the Framework Group on Children's Health at the senior policy level: the World Health Organization (WHO), the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA) and the Joint and Co-sponsored United Nations Programme on Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome (UNAIDS). The World Bank is also

represented, along with two external experts, one from Emory University and the other from Johns Hopkins University. UNF and UNFIP participate in the Group as ex officio members.

5. The PFG on children's health concentrates on taking a preventive approach to children's health and stresses the need to ensure that interventions by the Foundation contribute to strengthening the public health infrastructure and capacity in programme countries. The product of the PFG's efforts is encapsulated in the document entitled "Programme framework for children's health: enhancing the global public health system via selected preventive health strategies", to be issued as an addendum to the present report. The framework was finalized in mid-July and consists of three major priority areas. The first two, polio eradication and preventing tobacco use, are two major themes for which the Foundation's support will dovetail with the existing efforts of the United Nations system, spearheaded by WHO. The third priority area, decreasing child mortality, is designed to target preventing the spread of HIV/AIDS among youth, enhancing micronutrient delivery and supporting sustainable vaccine delivery. This third sub-component of the programme framework includes work to strengthen community knowledge about the needs of sick children by building on the joint WHO/UNICEF programme for the integrated management of childhood illnesses.

6. The Foundation expects to provide approximately $20 million per year in support for United Nations efforts, consistent with the priority UNF places on children's health. It is recognized that the funding is highly limited in relation to the total number of United Nations programmes pertaining to children's health issues and to the even larger challenges and resource needs identified in the World Declaration and Plan of Action adopted at the World Summit for Children. Accordingly, funding will need to be focused sharply and strategically on a narrow set of objectives and programmes.

7. The programme framework on children's health was circulated to 22 United Nations entities that have a mandate to work in the priority areas of child health noted above and who were invited to submit project proposals for consideration during the October/November 1999 round of funding. In terms of the third component of the framework, decreasing child mortality, it was also considered advisable to target specific countries. Based on key criteria such as the infant mortality rate, the vaccine coverage rates for combined diphtheria/pertussis/tetanus (DPT/3) and measles and the life expectancy rates, eight African countries were identified as focus countries, namely, Madagascar, Malawi, Mali, Nigeria, Senegal, the United Republic of Tanzania, Zambia and Zimbabwe. The selection of the countries was the product of a collaborative effort between the United Nations Development Group Office, UNFIP and UNF. The resident coordinators in the above countries were invited to submit proposals representative of a joint United Nations country team response to the specific areas of the programme framework.

8. The children's health portfolio that was endorsed by the UNFIP Advisory Board in October 1999 and approved for funding in November by the Board of Directors of UNF totals $26.2 million. Comprehensive information on the results of this particular funding round, the fifth since the inception of the UNFIP/UNF effort, as well as information on the fourth round, is provided in section III and in the annex to the present report.

9. The portfolio has a diverse character and contains proposals that range from addressing research issues to mobilizing community water managers. The overall quality of the proposals, as compared to proposals analysed in previous funding cycles by UNFIP and the Foundation, proved to be markedly superior, reflecting a solid understanding of the framework and a genuine willingness on the part of the United Nations system to work in a joint and cohesive manner. The involvement of the United Nations country teams also helped to diversify the source of proposals and buttress the efforts at joint programming

being initiated at the country level. The next challenge for those involved is to decide on the most effective instruments to help monitor and evaluate the progress of this portfolio of projects.

B. Population and women

10. The Programme Framework Group on population and women is comprised of the following United Nations entities: the Department of Economic and Social Affairs, UNAIDS, UNFPA, UNICEF, the United Nations Development Fund for Women (UNIFEM) and WHO. The World Bank is also represented, as are two external members: the International Centre for Research on Women and the Population Council. The Foundation and UNFIP participate in an ex officio capacity. The programme framework on population and women has been finalized and was circulated at the beginning of December 1999. It will be made available as an addendum to the present report. As in the case of the PFG on children's health, the PFG on population and women developed a framework intended to identify potential gaps and opportunities for the Foundation's investment in this important sector of the work of the United Nations.

11. The framework is based on the United Nations commitment to support the efforts of Member States in meeting the needs and fulfilling the internationally recognized human rights of women and girls, as reflected, *inter alia*, in the declarations and programmes of action adopted at key global events such as the International Conference on Population and Development and the Fourth World Conference on Women. The programme framework also recognizes that, in view of the limited funding that can be made available by the Foundation, there needs to be a sharply focused set of objectives to guide the use of its contribution.

12. The United Nations Foundation expects to make grants to the United Nations of approximately $30 million per year in support of projects relating to population and women, specifically to improve the lives of adolescent girls and the quality of sexual and reproductive health care. It is recognized that this figure is limited in relation to total United Nations resources devoted to this important issue and to the even larger challenges and resource needs.

13. Approximately 60 to 70 per cent of funding made available to pursue the framework goals is to be allocated to proposals relating to improving the lives of adolescent girls. This would translate into approximately $20 million annually, for a three-to-five year period, to be sub-divided as follows: about 70 per cent ($14 million) for cross-sectoral proposals for countries in greatest need[2] and about 30 per cent ($6 million) for proposals aimed at building on existing innovative and/or promising initiatives which reflect the greatest potential for progress. This latter set of proposals could be country-based, regional or global in nature. Concerning proposals that would relate to the quality of sexual and reproductive health care, it is anticipated that this sub-component of the framework would receive 30 to 40 per cent of UNF funding (approximately $10 million annually for a three-to-five year period). Of this amount, about 65 per cent ($6.5 million) would be earmarked for proposals from countries in greatest need.[3] About 30 per cent ($3.5 million) would be earmarked for proposals aimed at building on existing innovative and/or promising initiatives which reflect the greatest potential for progress. Such proposals can be country-based, regional or global in nature.

14. In terms of next steps, the United Nations system will be receiving the programme framework on population and women in early December and proposals will be invited based on that text. It is, therefore, anticipated that project proposals tailored in accordance with

the framework will be submitted to UNFIP for consideration, in part, during the February/March 2000 funding round and primarily during the June/July funding round.

C. Environment

15. In the light of the specific interest of the United Nations Foundation in the areas of biodiversity and sustainable energy and climate change, the determination was made early on in 1999 that, rather than having a single programme framework group on environment, it would be preferable to establish two separate PFGs in these programmatic areas. Accordingly, a PFG on biodiversity and a PFG on sustainable energy and climate change were convened, bringing together senior policy representatives of United Nations organizations whose mandates most closely relate to these specific thematic areas.

16. Regarding funding opportunities, the Foundation anticipates investing approximately $20 to $25 million in the environmental sector on an annual basis over the course of a three-to-five year period. This amount is to be divided more or less equally between biodiversity and sustainable energy/climate change activities ($10 to $12 million each).

1. Biodiversity

17. The Programme Framework Group on biodiversity is comprised of the following United Nations entities: the Food and Agriculture Organization of the United Nations (FAO), the Global Environment Facility (GEF), the secretariat of the Convention on Biological Diversity, the United Nations Development Programme (UNDP), the United Nations Environment Programme (UNEP) and the United Nations Educational, Scientific and Cultural Organization (UNESCO). The World Bank is also represented, as well as two external members, Conservation International and the World Conservation Union. The Foundation and UNFIP participate as ex officio members.

18. The proposed biodiversity strategy is intended to achieve, in particular, two main objectives. The first is to promote effective action for biodiversity by using protected areas designated as World Heritage Sites to implement key objectives of the Convention on Biological Diversity and other relevant international environmental conventions and agreements. The second objective aims to help reverse the degradation of coral reefs around the world by promoting the strategic implementation of the Framework of Action of the International Coral Reef Initiative which was adopted by 80 nations in 1995. The World Heritage component of the programme framework on biodiversity will comprise 80 per cent of the framework proper, with the remaining 20 per cent devoted to the coral reef component. In terms of the status of this programme framework, the UNFIP Advisory Board and the Board of Directors of the Foundation have approved the approach outlined by the PFG on biodiversity. UNFIP plans to distribute the framework at the beginning of 2000. That text will also be issued as an addendum to the present report.

2. Sustainable energy and climate change

19. The Programme Framework Group on sustainable energy and climate change is comprised of the following United Nations entities: the Department of Economic and Social Affairs, GEF, the secretariat of the Framework Convention on Climate Change, the United Nations Conference on Trade and Development (UNCTAD), UNDP, UNEP, UNESCO, the United Nations Industrial Development Organization (UNIDO) and the World Meteorological Organization (WMO). The World Bank is also represented together with the Pew Centre on Global Climate Change and ENDA Energy, a non-governmental energy

policy institute based in West Africa. The Foundation and UNFIP participate as ex officio members.

20. The primary components of the draft sustainable energy and climate change strategy include: promoting strategic innovations in the delivery of sustainable energy services in rural areas of developing countries; increasing the use of market-based policies to achieve climate change objectives; and encouraging the participation of developing countries in climate change negotiations by promoting their capacity to identify, negotiate and implement key issues. This particular programme framework remains under development and, subject to the review and approval of the UNFIP Advisory Board and the Board of Directors of the Foundation, is tentatively scheduled for release during the first quarter of 2000.

III. Funding rounds

21. In the report of the Secretary-General to the fifty-third session of the General Assembly (A/53/700 and Add.1), it was acknowledged that improvements in the methods of work as they affect, *inter alia*, the process of solicitation, review and selection of project proposals, were warranted based on the experience of the first year of operations. Accordingly, a revised programming approach was launched to include the establishment of the Programme Framework Groups mentioned above and the development of programme frameworks.

Fourth funding round

22. During the fourth funding round, a total of 10 project proposals were processed by the UNFIP secretariat and forwarded to the UNFIP Advisory Board for its review at its meeting on 16 April 1999, all of which were endorsed by the Board for consideration by the United Nations Foundation. On 19 May, the United Nations Foundation announced the approval of its fourth round of grants, totalling some $21 million for projects involving 10 United Nations organizations. The distribution of these grants by agency is reflected in table 1 below. The list of projects approved by the Foundation showing the breakdown by theme, country and agency is contained in the annex to the present report.

Fifth funding round

23. During the fifth funding round, the UNEP secretariat received 66 project proposals, 43 of which related to children's health and were developed by United Nations organizations on the basis of the programme framework on children's health. A total of 43 proposals, including proposals on environment and population and women, were transmitted to the Advisory Board for review at its 14 October meeting, and all but two were recommended to the Foundation for consideration. At its meeting in November 1999, the Board of Directors of the Foundation approved 35 of those proposals, totalling some $55 million, and involving 12 United Nations entities and two United Nations country teams. The distribution of funds by agency is provided in table 2 below. The list of projects approved by UNF is contained in the annex to the present report.

24. During the course of 1999, the United Nations Foundation has also provided assistance to a number of emergency and urgent humanitarian assistance projects as well as continued assistance, as called for, in support of the Secretary-General's reform initiatives. Such projects have included funding for the crisis in Kosovo; for polio immunization efforts in the Democratic Republic of the Congo and Nigeria; for children in Serbia; for enhancing the nutritional status of refugee women, children and adolescents in Africa; and for the transition team set up in July by the new Administrator of the United Nations Development Programme.

Table 1

United Nations Fund for International Partnerships

Fourth funding round

(In millions of United States dollars)

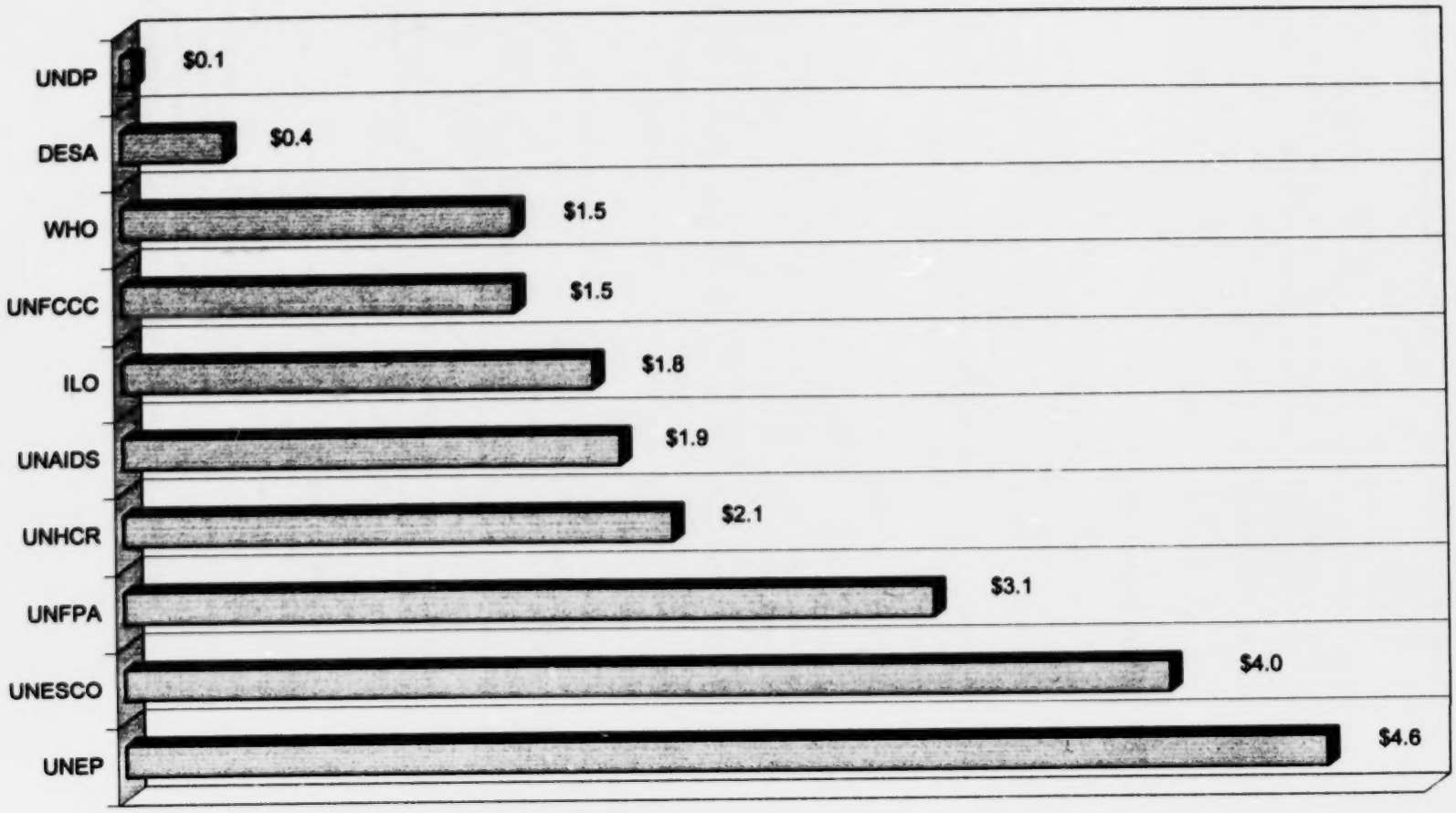
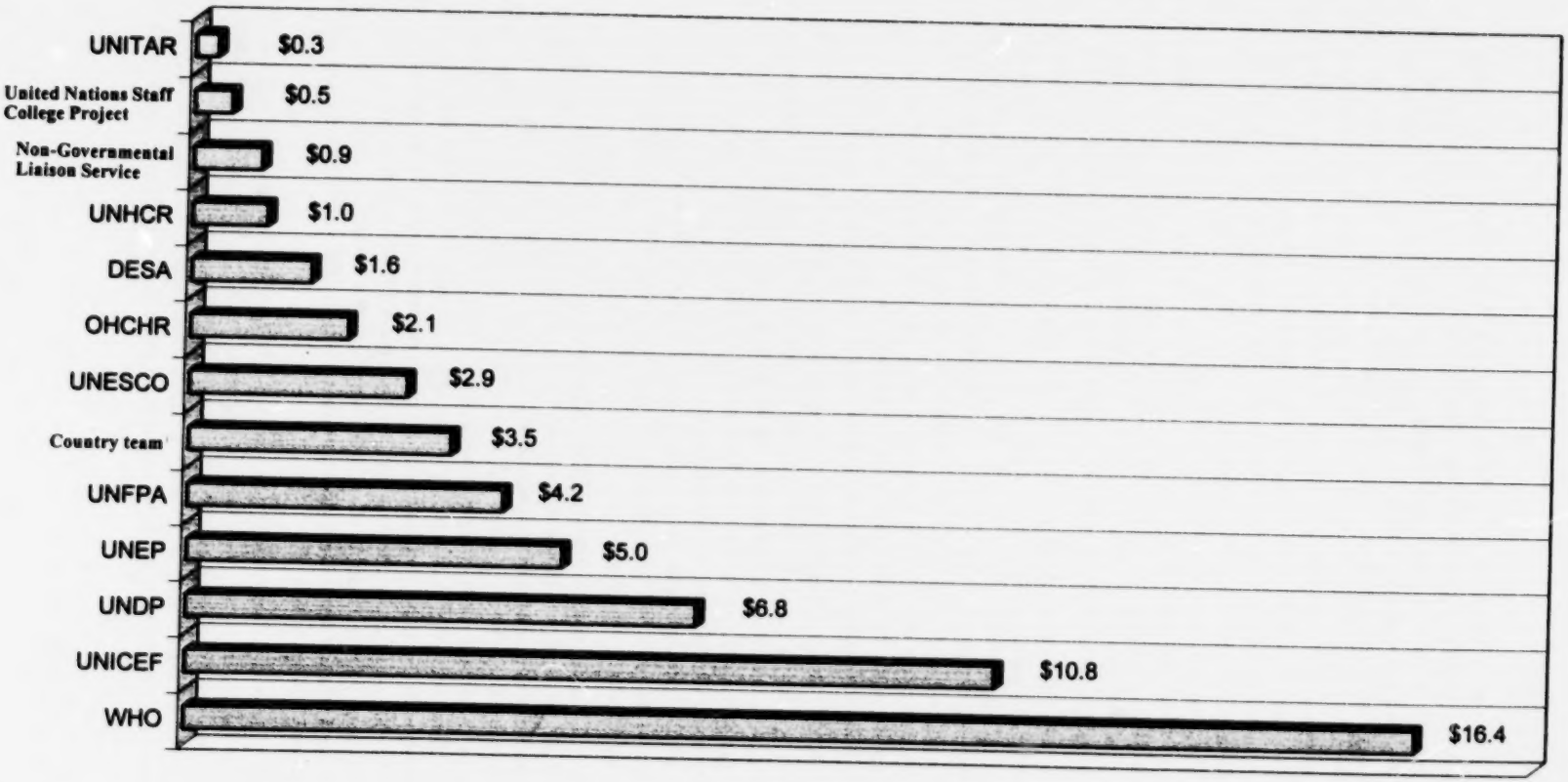


Table 2

United Nations Fund for International Partnerships

Fifth funding round

(In millions of United States dollars)



IV. Conclusion

25. As reflected in the above sections, the UNFIP/UNF effort has evolved considerably over the course of its second year of operations. Methods of work have been modified based on lessons learned in 1998, and funding cycles have begun to reap the benefits of the programming approach established at the beginning of 1999. In particular, the initial proposals submitted in response to the programme framework on children's health indicate a marked improvement in both the quality of the projects received as well as in the level of cooperation demonstrated by entities of the United Nations system in designing joint submissions. This bodes well for the programme framework exercise as a whole as well as for the forthcoming programme frameworks on population and women, biodiversity and sustainable energy and climate change. While this year can be looked at as a planning year for the purposes of the frameworks, during which time critical building blocks have been put in place, significant funding has continued to be provided by the United Nations Foundation. As indicated in the annex, a total of $108.9 million has been programmed for 53 projects involving 17 United Nations system entities. This brings the total funding awarded since the establishment of UNF and UNFIP to more than $190 million.

26. The challenge for UNFIP and UNF is to make sure that the resources available from the Foundation are channelled in a manner that ensures that maximum impact is achieved during a well-defined time period. The aim is to encourage projects that focus on the prevention of problems rather than on their remediation, and which foster innovation, best practices and lessons learned, with potential for replicability. Furthermore, UNFIP and the Foundation seek projects that are both feasible and sustainable and can have the catalytic effect of mobilizing new resources. Importance is also placed on ensuring that all projects and programmes have sound, adequately funded monitoring and evaluation components.

27. The UNFIP secretariat has continued to play the role of facilitator within the United Nations system vis-à-vis the United Nations Foundation and, as such, has sought to enlarge the dialogue between the Foundation and the system and to promote this type of interaction where it has not yet occurred. In line with its mandate, UNFIP encourages and, indeed, emphasizes collaboration between United Nations entities as well as with civil society in project and programme development, and will strive to build yet more bridges with United Nations partners and between them, with non-governmental organizations and with the private sector.

28. It may be recalled that UNFIP also seeks to ensure that activities to be funded by UNF are in conformity with the orientation of the Secretary-General's reform programme, especially as it relates to operational activities for development. As stated in the current report of the Secretary-General on the work of the Organization,[4] the United Nations and its partners have extraordinary capacities in the development field and the challenge is to use them more effectively and synergistically. Consequently, UNFIP will be paying close attention to the status and evolution of common country assessments and United Nations development assistance frameworks — fundamental tools of development cooperation at the country level. In doing so, it will strengthen its working relationship with the Office of the United Nations Development Group, with resident coordinators and with United Nations country teams.

29. Regarding fund-raising efforts, as Member States may know, the Foundation considers grant-making and raising new funds in support of United Nations programmes and purposes among its primary activities. UNFIP will be playing a more active role in working with UNF, as well as with others, in leveraging additional resources in support of United Nations causes. To this end, UNF welcomes opportunities to enhance development of the United

Nations capacity for resource mobilization with a view to increased partnerships with the private sector. In its outreach efforts, UNFIP will attempt to forge new linkages with the philanthropic community worldwide and with the private sector so as to further advance the Secretary-General's reform goal of public/private partnerships to benefit the Organization. In this connection, the UNFIP model should be viewed as a vehicle to help identify and access additional resources for the United Nations system.

Notes

[1] The Advisory Board of the United Nations Fund for International Partnerships is chaired by the Deputy Secretary-General and is composed of 10 other members who serve in their personal capacity. As of the fifty-fourth session of the General Assembly, the membership is as follows: Lincoln Chen, Vice-President, the Rockefeller Foundation; Joseph E. Connor, Under-Secretary-General for Management, United Nations; Nitin Desai, Under-Secretary-General for Economic and Social Affairs, United Nations; Francesco Paolo Fulci, President of the Economic and Social Council; Richard Jolly, Special Adviser to the Administrator of the United Nations Development Programme; Mary Oakes Smith, Manager, Africa Region, the World Bank; Roble Olhaye, Chairman of the Second Committee of the General Assembly; Franklin A. Thomas, Head of the Ford Foundation Study Group; Sergio Vieira de Mello, Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, United Nations; and Amir A. Dossal (ex officio), Executive Director of UNFIP.

[2] The criteria that are to be utilized in identifying cross-sectoral proposals from countries in greatest need include: low net enrolment of girls in school, low age of first marriage, high fertility rates among 15 to 19 year olds, and high transmission of human immunodeficiency virus to adolescent girls.

[3] The criteria that are to be utilized in identifying proposals from countries in greatest need include: low proportion of births attended by skilled personnel, high transmission of human immunodeficiency virus to adolescent girls, high gap between contraceptives use and the proportion of individuals expressing a desire to space or limit their families; and countries where there has been a recent situation analysis or other assessment on the quality of care clients receive.

[4] *Official Records of the General Assembly, Fifty-fourth Session, Supplement No. 1* (A/54/1), para. 127.

Annex

Projects approved for funding by the United Nations Foundation

Project symbol	*Title*	*Agency*	*Amount (In United States dollars)*	*Country*
	Children's health			
AID-RAF-99-068	Improved Reproductive Health among Young People in Urban Areas of Southern Africa	UNAIDS	1 865 650	Botswana, Zimbabwe
WHO-GLO-99-075	A Tobacco Free World Media Initiative	WHO	1 500 000	Global
CEF-RAF-99-087	Towards the Eradication of Guinea Worm Disease in Africa	UNICEF	1 500 000	Ghana, Mali, Nigeria, Niger, Togo, Uganda, Sudan
WHO-GLO-99-076	Polio Eradication Initiative – Global Reservoir	WHO	5 000 000	Global
WHO-GLO-99-080A	Polio Eradication Project – Phase 1 – WHO	WHO	17 735 000	Global
WHO-GLO-99-080B	Polio Eradication Project – Phase 1 – UNICEF	WHO	7 265 000	Global
	– Integrated Management of Childhood Illnesses[a]			
CEF-RAF-99-086	Community Initiative to Save Children's Lives	UNICEF	1 700 000	United Republic of Tanzania
COT-MWI-99-093	Decreasing Childhood Mortality in Malawi	Country Team[a]	3 421 950	Malawi
WHO-RAF-99-111	Educating Communities to Save Children's Lives	WHO	1 500 000	Madagascar, Mali, Nigeria, United Republic of Tanzania
CEF-ZIM-99-091	Empowering Caretakers in Zimbabwe	UNICEF	1 240 000	Zimbabwe
CEF-MDG-99-084	Community Approach to Decrease Childhood Mortality in Madagascar	UNICEF	330 000	Madagascar
	– Vaccines[a]			
COT-NIR-99-094	Child Mortality Reduction in Nigeria	Country Team[b]	50 000	Nigeria
WHO-RAF-99-112	Improving Immunization Services in eight African Countries	WHO	2 420 250	Madagascar, Malawi, Mali, Nigeria, Senegal, United Republic of Tanzania, Zambia, Zimbabwe
CEF-MDG-99-085	Support to Sustainable Vaccination Activities in Madagascar	UNICEF	630 000	Madagascar
WHO-RAF-99-113	Strengthening Surveillance and Control of Vaccine-preventable Diseases	WHO	5 000 000	Burkina Faso, Côte d'Ivoire, Guinea, Mali

Project symbol	*Title*	*Agency*	*Amount (In United States dollars)*	*Country*
	– Micro-nutrients*			
CEF-URT-99-089	Fortification of Staple Foods with Vitamin A and Iron in the United Republic of Tanzania	UNICEF	434 658	United Republic of Tanzania
WHO-INT-99-110	Determining whether Zinc Supplementation decreases Child Mortality and Morbidity in the United Republic of Tanzania and India	WHO	3 500 000	India, United Republic of Tanzania
WHO-RAF-99-114	Use of Vitamin A as a Supplement for Infant Health	WHO	500 000	Madagascar, Malawi, Mali, Nigeria, Senegal, United Republic of Tanzania, Zambia, Zimbabwe
	– HIV/AIDS*			
CEF-URT-99-090	Youth to Youth communication against HIV/AIDS in the United Republic of Tanzania	UNICEF	540 750	United Republic of Tanzania
WHO-RAF-99-115	Innovative HIV prevention strategies in four African countries	WHO	750 000	Mali, Senegal, Nigeria, Zambia
	– Tobacco*			
WHO-GLO-99-108	Protecting Youth from Tobacco	WHO	1 700 000	Global
WHO-GLO-99-109	11th World Conference on Tobacco or Health	WHO	1 012 725	Global
	Environment			
CCC-GLO-99-073	Capacity-building for Mechanisms under the Kyoto Protocol	UNFCCC	1 500 000	Global
UDP-GLO-99-069	GEF Small Grants Programme Livelihood Fund Component	UNDP	50 000	Global
UNE-GLO-99-071	World Commission on Dams and the United Nations Environment Programme	UNEP	2 600 000	Global
UNE-GLO-99-070	New UNEP Global Participative Observing and Assessment Strategy	UNEP	2 000 000	Global
SCO-LAC-99-072	Invasive Species: Galapagos World Heritage Site	UNESCO	3 999 850	Ecuador
ESA-GLO-99-095	Energy Efficiency Standards and Labels	DESA	1 610 000	Global
UNE-GLO-99-105	Fossil Fuel Subsidies Project	UNEP	50 000	Global
UNE-GLO-99-106	Global Reporting Initiative	UNEP	3 000 000	Global
UNE-RAF-99-107	African Rural Energy Enterprise Development Initiative	UNEP	2 000 000	Ghana, Gambia, Senegal, Côte d'Ivoire, Namibia, Zimbabwe, Botswana
UDP-SUR-99-104	Conservation of the Central Suriname Nature Reserve	UNDP	1 775 000	Suriname

Project symbol	*Title*	*Agency*	*Amount (In United States dollars)*	*Country*
SCO-DRC-99-099	Biodiversity Conservation in the Democratic Republic of the Congo		2 895 912	Democratic Republic of the Congo
SCP-GLO-99-102	SGP Community Management of Protected Areas Conservation Project	UNDP	3 000 000	Global
TAR-GLO-99-101	G77/China Strategy Workshops on Building Negotiating Capacity	UNITAR	263 655	Global
ESA-IND-99-077	Electricity from Biomass for Rural India	DESA	370 660	India
	Population and women			
FPA-GLO-99-074	Strengthening Reproductive Health Services in Communities in Crisis	UNFPA	5 206 000	Global
ILO-RAF-99-067	Enhancing Women's Role in Improving access and quality of Reproductive Health Services	ILO	1 773 835	Benin, Burkina Faso, Guinea, Senegal
CEF-RUS-99-088	Adolescent Health and Development in the Russian Federation	UNICEF	1 410 000	Russian Federation
FPA-RUS-99-098	Reproductive Health and Rights of Young People in the Russian Federation	UNFPA	707 726	Russian Federation
CEF-JOR-99-083	Promoting Opportunities for Adolescents in Jordan	UNICEF	2 000 000	Jordan
FPA-JOR-99-096	Promoting the Health and Well-Being of Jordanian Adolescent Girls	UNFPA	1 128 750	Jordan
FPA-RAS-99-097	Improving Adolescent Reproductive Health in the Pacific Region	UNFPA	2 339 741	Micronesia (Federated States of), Kiribati, Marshall Islands, Samoa, Solomon Islands, Tuvalu, Vanuatu, Fiji
FPA-KOS-99-079	Kosovo Reproductive Health Care	UNFPA	700 000	Federal Republic of Yugoslavia
	Humanitarian and other areas			
CEF-SBA-99-081	Humanitarian Assistance for Serbia	UNICEF	1 000 000	Federal Republic of Yugoslavia
HCR-RAF-99-082	Humanitarian Assistance for Africa	UNHCR	1 000 000	Ethiopia, Kenya, United Republic of Tanzania, Uganda
CHR-GLO-99-092	Regional strategies for Human Rights	OHCHR	2 100 000	Global
SCP-GLO-99-100	Training United Nations Leaders to Build Public-Private Partnerships for Development	UNSCP	500 000	Global
UDP-GLO-99-103	Strengthening communication capacity of UNDP	UNDP	2 000 000	Global

Project symbol	*Title*	*Agency*	*Amount (In United States dollars)*	*Country*
CHR-GLO-99-065	Human Rights Special Procedures	OHCHR	108 917	Global
HCR-UFE-99-066	Emergency Response to Kosovo Crisis	UNHCR	1 000 000	Federal Republic of Yugoslavia
UDP-GLO-99-078	Constitution of the Administrator's Transition Team	UNDP	365 000	Global
TAD-GLO-99-049	Participating of NGOs in Follow-up to United Nations Global Conferences	NGLS	917 600	Global
	Totals			
	Children's health		**59 595 983**	
	Environment		**25 115 077**	
	Population and women		**15 266 052**	
	Humanitarian and other areas		**8 991 517**	
	Grand total		**108 968 629**	

[*] Refers to a sub-component of the programme framework on children's health.

[a] UNICEF, WHO, UNFPA, WFP, FAO and UNAIDS.

[b] UNICEF, WHO, UNDP and UNFPA.

United Nations A/54/664/Add.1

General Assembly

Distr.: General
20 December 1999

Original: English

Fifty-fourth session
Agenda item 119
Programme budget for the biennium 1998-1999

United Nations Fund for International Partnerships

Report of the Secretary-General

Addendum

Summary

In line with the report of the Secretary-General on the United Nations Fund for International Partnership (UNFIP), the following addendum is submitted to inform Member States on progress in respect of the Programme Framework Group on children's health, which was launched at the beginning of 1999.

The overarching objectives of the children's health framework are to contribute to a reduction in child mortality and to support the strengthening of public health systems. With these objectives in mind, the framework adopts three specific priorities — namely, support to the ongoing WHO and UNICEF global polio eradication initiative; preventing tobacco use and reducing child mortality. Within the third category, the following four sub-priorities were selected for particular attention: preventing HIV/AIDS among youth, enhancing micronutrient delivery, supporting sustainable vaccine delivery, and strengthening community knowledge about the needs of ill children.

The children's programme framework was formulated by representatives of UNAIDS, UNFPA, UNICEF, WHO, the World Bank, Emory University and Johns Hopkins University. Representatives of the United Nations Foundation and United Nations Fund for International Partnerships participated in the group as ex officio members. It is expected that approximately $20 million will be available for children's health projects from the United Nations Foundation, on an annual basis.

The report opens with an executive summary. Chapter I describes the framework — its rationale and goals, and the three priority areas on which it focuses. Chapters II-IV discuss those areas in detail, and chapter V deals with evaluation and monitoring.

00-21924 (E) 170100

Contents

Chapter		*Paragraphs*	*Page*
	Executive summary	1–10	3
I.	UNF/UNFIP programme framework for children's health	11–18	4
	A. The programme framework rationale	11–12	4
	B. The goals of the framework process	13–17	4
	C. Priority areas of the framework	18	5
II.	Eradicating polio	19–22	5
III.	Preventing tobacco use	23–27	7
IV.	Reducing child mortality	28–49	8
	A. Preventing HIV/AIDS	29–35	8
	B. Enhancing micronutrient delivery	36–41	10
	C. Sustainable vaccine delivery	42–46	12
	D. Strengthening community knowledge about the needs of sick children	47–49	14
V.	Monitoring and evaluation of the children's health programme framework	50–56	14

Executive summary

1. The United Nations Foundation will make grants to the United Nations system of approximately $20 million per year in support of projects to improve children's health. Depending on one's perspective, this is either a tremendous amount of money or a drop in the proverbial bucket. Either way, the money has the greatest potential to better the health of many children if it is invested so as to promote lasting change, such as strengthening the public health system or forever ridding the world of a disease like polio.

2. The Foundation has a unique opportunity to promote such long-term change by working to support the activities of the United Nations. The United Nations has strong technical professionals, builds upon years of established work with countries, and has unparalleled access to national Governments that expect the United Nations to be a partner for years to come. Strengthening the United Nations ability to improve the health of children is likely to benefit children today as well as children born in future years. For those children, the United Nations must continue to adapt to a changing world that will likely include decentralized Governments, more involvement by non-governmental organizations and other private-sector organizations, and difficult challenges posed by countries in conflict.

3. The Programme Framework Group (PFG) on children's health has considered these perspectives in selecting preventive health areas to recommend for UNF support. It has also taken into account the World Declaration on the Survival, Protection and Development of Children, and the Plan of Action for Implementing the Declaration, adopted by the World Summit for Children. Our overarching consideration has been to identify specific and unique niches in which UNF support can truly bring about a catalytic change to decrease child mortality and strengthen the public health system. A focus on strengthening the public health systems in selected countries will likely provide benefits that extend beyond the current framework.

UNF's overall consideration: improving public health capacity/infrastructure

Polio

4. Polio is one of the few diseases that can be eradicated, provides a unique public health opportunity for the Foundation to make a lasting contribution to humanity. Eradication is anticipated by 2000, with active global surveillance efforts through 2005 to ensure that the world is truly rid of the disease. The final stages of polio eradication are the most difficult and costly, because the remaining countries pose unique challenges, including internal conflicts. The Foundation will take on a partnership flagship role to raise additional sector funds to support the eradication initiative.

Tobacco

5. Tobacco is the single most lethal agent known to humanity — more people die of tobacco-related diseases each year than from any bacteria or virus. Tobacco companies continue to successfully market their addictive products to children (particularly in developing countries); 90 per cent of those who smoke begin doing so before their eighteenth birthday. UNF support would help to spread knowledge of the relevant Minnesota (United States) lawsuit to the global community; "taxation for health" policies to increase the price of tobacco products, thereby decreasing consumption; and media/education initiatives that would involve adolescents in developing counter-advertisements.

Child mortality

6. Efforts to reduce child mortality continue to be a high priority for the developing world. In order to promote the greatest decrease in child mortality, UNF support will be targeted in four areas, described below, and will be focused on a selected number of countries.

7. The HIV/AIDS epidemic has the potential to nullify many of the achievements in child survival. UNF support would seek to prevent transmission of HIV to youth by promoting voluntary, confidential testing and counseling; determining the best infant feeding options for HIV-infected mothers; and developing youth-oriented HIV prevention communication messages that involve youth as active

partners. Specific attention will be given to building partnerships with the private sector and World Bank.

8. Adequate dietary micronutrients (i.e., vitamins and trace elements) can dramatically decrease child mortality/morbidity. UNF support would: facilitate micronutrient delivery by encouraging private sector partnerships to modify staple foods (e.g., rice, wheat, flour, noodles); evaluate zinc's potential to decrease mortality and morbidity (possibly from diarrhoea, respiratory diseases, and malaria); and work towards clarifying the link between lack of micronutrients and low-birth-weight babies, who are more likely to become ill and die. (Reducing low birth rate is a priority in the Plan of Action adopted by the World Summit for Children.)

9. Vaccines are one of the most cost-effective preventive health measures for decreasing child mortality. However, vaccine coverage rates in some countries are unacceptably low (in the range of 30 per cent, rather than the desired 80 per cent). Efforts would be supported to enhance sustainable vaccine delivery. In particular, innovative ideas would be supported for reaching the unreached and providing incentives to increase vaccine coverage.

10. Through community outreach, the Foundation would seek to combat a major cause of child mortality in some developing countries — namely, the community's lack of knowledge of when to seek health care for an ill child, whether (or what) to feed an ill child, and how to administer medications to an ill child. This outreach would occur in the context of the Integrated Management of Childhood Illnesses initiative.

Expected outcomes

1. Strengthened public health infrastructure/ capacity at the community and national levels to prevent disease and address the health needs of populations in selected countries

2. Reduced childhood mortality, near eradication of polio, and increased awareness and knowledge of tobacco's adverse health effects

I. UNF/UNFIP programme framework for children's health

A. The programme framework rationale

11. The United Nations Foundation (UNF) expects to provide approximately $20 million per year to support United Nations efforts to improve children's health by enhancing global public health systems via selected preventive health strategies. (The total amount of requested support during each annual funding cycle is expected to exceed that amount.) This funding is highly limited in relation to total United Nations programmes relating to children's health issues and to the even larger challenges and resource needs identified in the World Declaration and Plan of Action adopted by the World Summit for Children. In order to maximize the impact of the Foundation's assistance, the UNF Board has stipulated that support should focus sharply and strategically on a narrow set of objectives and programmes.

12. While UNF funding cannot be expected to resolve children's health issues on a global scale, if used strategically it can foster major progress in identifying and testing policies and programmatic approaches that address those issues. Moreover, by demonstrating effective policies and programmatic approaches and sharing successful experiences with others, activities supported with UNF funding could help to create the conditions that will accelerate progress towards global implementation of the World Declaration and Plan of Action of the World Summit for Children. Resources for large-scale expansions would likely need to come primarily from countries themselves, perhaps with support from major lending and grant-making institutions as well as from the private sector, rather than from UNF.

B. Goals of the framework process

13. The Programme Framework Group (PFG) on children's health met for the first time on 3 and 4 March 1999 to discuss and prioritize selected areas for UNF funding. On 1 April, the Group met again to refine further the priority areas and discuss measurable and achievable outcomes for the framework.

14. The participants in the FPG were:

Dr. Awa Marie Coll-Seck
Joint and Coordinated United Nations Programme on HIV/AIDS (UNAIDS)

Dr. Nicholas Dodd
United Nations Population Fund (UNFPA)

Dr. David Alnwick
United Nations Children's Fund (UNICEF)

Dr. James Tulloch
World Health Organization

Dr. Anthony Measham
World Bank

Dr. William Foege
Emory University

Dr. Dory Storms
Johns Hopkins University

Ex officio:

Dr. Mary Agócs
United Nations Foundation

Ms. Chandi Kadirgamar
United Nations Secretariat, UNFIP

15. The framework development process took the following into account:

(a) Children's health — preventing common and serious diseases among children and reducing risk factors for disease (such as tobacco use);

(b) Public health infrastructure;

(c) UNF's priorities (to facilitate partnerships, "tell the story" of the United Nations successful accomplishments, and raise additional resources in support of United Nations causes);

(d) The World Declaration and Plan of Action of the World Summit for Children;

(e) Lessons learned and replication of best practices;

(f) Likely short-term successes (such as polio eradication) and laying the groundwork for possible future successes;

(g) Overlapping with and thus possibly enhancing activities in the UNF's programmes on population and women.

16. The table below provides an overview of the selected health areas of emphasis. Within each health area, specific and well-defined priorities have been identified for support. This document describes those areas in detail.

17. The PFG also noted that UNF's resources could be used to help facilitate rapid, joint action in the United Nations system and thereby provide an opportunity for the system to work in a more flexible and responsive manner.

C. Priority areas of the framework

18. The three-year framework is oriented in terms of preventing disease and risk factors for disease. However, the PFG understands the importance of taking a broad perspective on children's health. In particular, the ongoing restructuring of many national health systems (health sector reform) has important implications for many aspects of children's health. The framework thus focuses on specific child health problems and concrete ways to maximize UNF's impact on the larger public health system. In particular, enhanced local capacity in a specific health area — say, involving adolescents in developing HIV media communications — is likely to be beneficial in other health areas. Efforts to strengthen the public health system should be emphasized in the overall framework, in each area of emphasis within the framework, and in specific projects that result from the framework.

II. Eradicating polio

19. The UNF has committed itself to becoming a partner with the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF) in their global initiative to eradicate polio and certify its eradication in 2005. UNF will make a significant grant of $25 million to the initiative and will be active in raising the remaining capital needed, in partnership with WHO and UNICEF, from the public and private sectors. UNF is supportive, in particular, of the ongoing polio eradication efforts to strengthen the public health infrastructure/capacity.

Table
Children's health priorities in relation to estimated contribution, of UNF
(June 1999)

	UNF priorities			*Public health infrastructure*		
Children's health priorities	*Partnerships*	*Raise funds*	*Grantmaking*[a] *(Millions of United States dollars)*	*Increase United Nations capacity*	*Increase non-United Nations capacity*	*Overlap with UNF programmes on population and women*
Polio eradication	++++	++++	5	++	+++	
Preventing tobacco use	+++		2	++	++	+++
Reduction of child mortality						
Preventing HIV/AIDS among youth	+++		5	++	+	+++
Delivering micronutrients	++	+	2.5	+	+	+
Sustainable vaccine delivery	+++		3	+++	++	
Community health knowledge	++		3	++	+++	

Note: Estimated contribution is indicated by plus marks, with a maximum of ++++.

[a] Annual budgetary estimate.

20. The PFG recommended that the WHO plan of action for polio eradication should provide the overall framework for UNF involvement. UNF would solicit a request for funding from WHO and UNICEF on a semi-annual basis, thereby ensuring that monies distributed through UNF would harmonize with the global eradication plan. To take into account the needs of UNF and UNF partner donors, UNF has established the Polio Eradication Project Strategic Advisory Committee to work closely with WHO and UNICEF. The Committee will provide expert technical input to the UNF Board to help ensure that resources provided through UNF contribute strategically to priority activities and geographical areas. Additional project proposals are not being entertained in the area of polio eradication.

21. Within the context of UNF support to the global polio eradication initiative, the PFG:

(a) Strongly endorsed the flagship role taken by UNF to raise funds, in partnership with Rotary International, WHO, and UNICEF, from the private sector;

(b) Suggested that the monies raised be disbursed in as flexible a manner as possible;

(c) Suggested that UNF might offer unique assistance (possibly drawing upon Board members) to the eradication efforts in countries in conflict and provide a unique opportunity to demonstrate that public health can triumph over politics;

(d) Recommended that UNF should emphasize strengthening public health infrastructure and surveillance, with an eye to enhancing the capability to deliver other vaccines;

(e) Urged the United Nations system to award prizes and incentives, in particular, to the 30 poorest countries if they reach 80 per cent coverage in routine polio immunizations. Coverage rates should be verified by an external review process, and rewards should be given to the directors of the Expanded Programme on Immunization as well as other individuals. Rotary may have an important role in providing funds for prizes;

(f) Strongly supported UNF's idea to tell the story of the United Nations efforts via the media and support the development of case studies that could be used in academic settings (e.g., business, sociology or development-related fields.)

Measurable and achievable outcome

Additional resources are raised for polio eradication activities.

Examples of process indicator

Increased numbers of partnerships among foundations and the United Nations in terms of strengthening the public health infrastructure/ capacity via polio eradication.

UNF-related funding to date

22. In September 1998, UNF funded a UNICEF project for $3,090,000, titled "Towards the eradication of poliomyelitis in war-afflicted countries". In May 1999, UNF funded a WHO project for $5 million, on "Acceleration of the polio eradication initiative in global reservoir countries — Nigeria and Democratic People's Republic of Congo".

III. Preventing tobacco use

23. Tobacco has become the single most lethal agent to humanity. More people die of tobacco-related diseases each year than from any bacteria or virus. The number of tobacco-related deaths in developing countries is growing exponentially and will soon surpass those in wealthier countries. Tobacco addiction is a child health problem because 90 per cent of those who smoke in the most developed countries begin doing so before their eighteenth birthday. In developing countries some begin as early as six years of age. Tobacco companies continue to market their addictive products to children (particularly in developing countries) by direct and indirect means, such as sporting events. The global community has acknowledged its concern regarding tobacco advertising in the Convention on the Rights of the Child. The Convention stipulates that countries should protect children from exposure to deceptive and misleading information on known hazardous agents such as tobacco.

24. The UNF's early involvement in mitigating tobacco use has helped jump-start the current project "Building alliances and taking action for a generation of tobacco-free children and youth", in which WHO joins hands with UNICEF, the World Bank, and a range of non-governmental organizations. This project is illustrative of how UNF can play a catalytic supportive role in enhancing United Nations initiatives and inter-agency collaboration.

Areas for UNF focus

25. The PFG recommended an initial framework for a one-year time period. During that time, UNF should consult with the Policy and Strategy Advisory Committee for the WHO Tobacco-free Initiative to determine whether their planned activities could constitute a framework, with specific goals and outcomes, that might be used for UNF funding. The Committee was recently formed and consists of representatives of the United Nations, Governments, and non-governmental organizations (e.g., United States, Centers for Disease Control and Prevention, Council of World Medical Association, National Center for Tobacco-Free Kids.) For the one-year framework, the PFG recommended:

(a) Legal and legislative issues: UNF should support the global dissemination and implementation of knowledge and best practices about the use of effective legislation and positive outcomes of recent litigation in the United States and elsewhere to advance tobacco control. A critical review is needed to determine where litigation is most likely to yield gains for tobacco control among youth. In addition, a base must be built for national legislation for tobacco control to adapt information in a realistic manner for developing countries;

(b) Incentives for health: These would include taxes that are applied to tobacco products, with the revenues going to improve health — for example, to fund advertisements against tobacco. Taxation for health can be a real win/win situation, since the Government generates money and people smoke less. In some countries, over 10 per cent of government revenue comes from such taxes. Countries should also be supported in efforts to determine their own unique incentives which might include financial rewards for reductions in adolescent smoking rates. Increasing taxes on cigarettes has been demonstrated to be an effective way to decrease cigarette consumption, especially among youth.

(c) Media/education: The primary focus should be on how best to involve adolescents in developing counter-advertisements for tobacco products. Involving adolescents in such projects would have additional value, since those involved would learn better to express themselves.

26. With the UNF focus, additional value includes:

(a) Strengthening partnerships within the United Nations system (as has already been demonstrated with the early collaboration with WHO, UNICEF and the World Bank), outside the United Nations system, and with non-governmental organizations, Governments and adolescents;

(b) Improving the public health capacity/ infrastructure, through the United Nations ability to promote more socially responsible governmental policy; and strengthening the ability of national public health systems to work better with the government and non-governmental organizations with regards to tobacco.

Measurable and achievable outcomes

1. Increased country capacity of the public health system to mitigate tobacco use by means of multisectoral strategies

2. Increased awareness and knowledge of tobacco's adverse effects on health.

Examples of process indicators

1. Determine which countries have legal systems that are appropriate for legal intervention

2. Provide Governments with information on the possibility of using taxes on tobacco products as incentives to decrease tobacco use

3. Increase involvement of youth in tobacco communications programmes, and determining whether such an approach is successful

4. Determine the best methodologies to develop effective tobacco prevention messages that involve the youth as active partners in the process

5. Increase in-country capacity to develop effective tobacco prevention communication programmes involving youth as active partners.

UNF-related funding to date

27. Funding over multiple years is $10 million, including $4.3 million already allocated, thus: in September 1998, UNF funded a joint WHO/UNICEF project "Building alliances and taking action for a generation of tobacco-free children and youth" for $2.8 million; in May 1999, UNF funded a media project, titled "Tobacco kills — Don't be duped. A tobacco-free world media initiative", for $1.5 million.

IV. Reducing child mortality

28. The World Declaration and Plan of Action of the World Summit for Children sets out measurable objectives for children's health, with reduction of mortality as the first item on the list. Although tremendous achievements have been made in child survival (e.g., infant mortality has declined by 51 per cent in the past 36 years), about 10 million-15 million children under five years of age still die each year; 97 per cent of those deaths occur in the developing world. UNF seeks to bring continued attention to this problem and to foster new and innovative approaches to reducing child mortality. Within the broad area of reducing child mortality, UNF identified four sub-areas for support, described below, and focused upon a selected number of countries.

A. Preventing HIV/AIDS among youth

29. The HIV/AIDS pandemic is a large and growing health tragedy that has the potential to reverse many of the achievements made in child survival. HIV/AIDS is a complex problem, and only multisectoral approaches are likely to be successful. The PFG commented that this is an area of increasing inequity of resources between rich and poor areas of the world. It recommended an initial focus that links aspects of work currently being done to foster behavioural change with efforts to prevent HIV transmission from infected mothers to their uninfected children.

30. Behavioural change has been shown to prevent HIV/AIDS infection of children and adolescents. In Uganda, for example, interventions that included behavioural change programmes resulted in significant reductions in the incidence of new infections among 13-24 year-olds, women at antenatal clinics, and persons at voluntary testing centres. However, additional information needs to be gathered to determine the impact of specific programme components and how best to reach those most in need. This work needs to be done in the context of educating people about sexuality, ensuring confidentiality during testing of HIV status, and preventing other sexually transmitted infections.

31. Transmission of HIV from infected mothers to uninfected children is a large and growing problem around the world. For example, 25 per cent of pregnant women are HIV-infected in some African countries.

HIV-infected mothers may transmit the virus to their babies during birth (estimates of the rate of infection are 20-25 per cent) or while breastfeeding (an additional estimated 15 per cent). The transmission of the virus can be prevented if the mothers are identified as infected, provided with counselling, given medication during the birth (e.g., AZT), and are provided with adequate alternatives to breastfeeding under safe conditions. Unfortunately, safe alternatives to breastfeeding are not always within the reach of mothers, due to their cost and inadequate access to clean water. This issue is a major challenge for the developing world where the majority of children need the protective benefits of breastfeeding. The issue is also a challenge to the development community which has focused on the "Breast is Best" initiative for several decades.

32. The PFG stressed the great urgency of this work. Although HIV infection of newborns can be prevented, this area has been somewhat neglected because of the complex issues involving testing, counselling, providing safe alternatives to breast milk, and the ethical dilemma of saving the lives of children whose mother (and possibly father) will eventually die of HIV/AIDS. The PFG also noted that AZT is expensive, and the UNF would most likely not support the purchase of any medications.

Areas for UNF focus

33. The PFG recommended that UNF provide support in the three areas discussed below, which could be linked together:

(a) Improving access to voluntary, confidential HIV testing and counselling. Such counselling has been shown to be an important element in sparking behavioural change that will minimize the risk of HIV infection. Testing and counselling needs to be provided in "youth friendly" ways and in creative settings. Enhanced links with the public and private sectors are likely to increase the availability of test kits. Programmes that are comprehensive and well thought out are needed. In addition, the capacity of in-country public health systems should be strengthened to address this issue;

(b) Determining the best infant feeding options for HIV-infected mothers. It is imperative to determine how HIV-infected mothers in the developing world should feed their infants. A recommendation not to breast feed an infant would eliminate the risk of infection through breastfeeding. This may, however, lead to more infant deaths, due to the unavailability of clean water and infant formula. The PFG recommended that the UNF support fieldwork to answer this fundamental question. The PFG also noted that the UNF should focus on providing guidance on how to make appropriate alternatives available, including infant formula, while controlling spillover of the use of alternatives among mothers who are not HIV-infected. Much innovative work could be done with national Governments and appropriate ministries (such as health) to ensure that this important problem is being solved;

(c) Developing HIV prevention communication strategies that actively involve youth as partners. Involving youth in HIV-prevention communication strategies may be a key element to spread effectively messages about how to lower the risk of acquiring HIV. Youth should be active partners in this process, with a role in shaping the messages and how they would be communicated to the youth community.

34. With the UNF focus on these areas, additional value includes:

(a) Strengthening partnerships by catalysing the organs of the United Nations system to work more closely together and increasing the role of UNAIDS on these issues and by urging close collaboration with the World Bank which increase its involvement and thereby use its resources to leverage the work of other partners; in the public/private sector, facilitating the role of non-governmental organizations and encouraging increased partnerships with industry to provide rapid test kits for HIV status and to strengthen corporate responsibility in providing infant formulas in the context of the HIV pandemic;

(b) Improving the public health capacity/infrastructure by strengthening capacity to understand what were the successful components of the interventions and thereby to spread best practices; enhancing the United Nations ability to work even more closely with the private sector; supporting local and national capacity to address the HIV epidemic in terms of the identified priority areas;

(c) Links to UNF programme areas on population and women particularly in projects and programmes that target adolescents in terms of behavioural change.

Measurable and achievable outcomes

1. Increased capacity of national and United Nations public health systems to reduce HIV incidence among youth;

2. A reduction in HIV incidence among youth.

Examples of process indicators

1. Increased access to voluntary HIV testing and counselling in antenatal clinics and other settings appropriate for the youth in developing countries

2. Increased in-country capacity to provide youth with voluntary, confidential HIV testing and counselling, thereby facilitating sustainability

3. Scientifically grounded counselling of HIV infected women in the developing world on the most suitable option for infant feeding (i.e., the development of guidelines)

4. Increased involvement of youth in HIV/AIDS communications programmes, and determining whether that is a successful approach to mitigating the spread of HIV

5. Increased in-country capacity and determination of the best methodologies to develop effective HIV prevention messages and programmes that involve the youth as active partners in the process

6. Reduced proportion of boys and girls having first sex before the age of 15.

UNF-related funding to date

35. Funding is $5 million over three years, allocated as follows: in September 1998, UNF supported a $3,090,000 UNICEF project "Prevention of mother-to-child transmission of HIV/AIDS: field implementation in seven developing countries"; in May 1999, UNF approved support for a UNAIDS behaviour change project in southern Africa, totalling $1,865,650.

B. Enhancing micronutrient delivery

36. Micronutrients — vitamins and trace minerals such as iron, iodine, zinc, and vitamin A — are, along with vaccines, some of the most cost-effective child health interventions. (Macronutrients are the carbohydrates, fats, and proteins that make up about 90 per cent of what we eat.) Children whose diets (or whose mother's diets) lack micronutrients may suffer a number of adverse health effects and illnesses, with social and economic costs to society. The Plan of Action of the World Summit for Children provides examples:

(a) Inadequate consumption of iron can increase the risk of prematurity, low-birth-weight, and infant mortality;

(b) Inadequate consumption of iodine can cause mental retardation and possibly mortality;

(c) Inadequate intake of Vitamin A can cause vision problems and mortality.

Areas for UNF focus

37. The PFG recommended that UNF support the following areas:

(a) Delivering micronutrients. The PFG recommended that UNF focus on delivering a group of micronutrients (with particular emphasis on iron) to high-risk populations in a sustainable manner. A product that contains a group of micronutrients could be delivered to children by specifically fortifying foods that children or pregnant women are most likely to eat. In addition, creative ways to deliver a micronutrient "product" could be considered but would have to be worked out in a manner that ensures sustainable availability to the poorest of the poor. The PFG noted that the number of new initiatives in these two areas have been inadequate, given the ability of micronutrients to prevent morbidity and mortality. New initiatives should give particular attention to bringing in the private sector as active partners.

The PFG recommended that UNF focus on developing innovative approaches and "generic" solutions to delivering micronutrients through staple foods (e.g., wheat, maize, flour, rice, oils, noodles) that are consumed by vulnerable subgroups of the population. This might involve working with the private sector to facilitate fortification of foods (i.e., the addition of micronutrients to staple food products) or to breed micronutrient-dense plants that produce a high crop yield;

(b) Role of zinc. The PFG noted that recent evidence suggests that adequate dietary zinc can prevent childhood morbidity and possibly mortality from diarrhoea, respiratory diseases, and malaria. If these preliminary findings are substantiated, zinc should be included in the group of micronutrients

delivered to vulnerable populations. However, before the public health community can recommend a focus on zinc, a well-designed study must be completed to determine whether or not zinc does truly have these benefits. Given UNF's limited resources, the study may consider the use of extrapolations to determine zinc's impact on mortality;

(c) Low birth weight. WHO defines low birth weight (LBW) as a birth weight below 2,500 grams, or about 5.5 pounds. Two processes, separately or in combination, govern birth weight: duration of gestation, and intrauterine growth rate. Shortened gestation and birth weight both have an important effect on foetal and neonatal mortality and the risk of morbidity and disability, although pre-term birth carries a greater risk. LBW babies that live are more likely than babies of normal birth weight to have congenital anomalies, neuromuscular handicaps, require more health services, do poorly in school, increase family health costs, and disrupt the normal functioning of the family.

Although the rate of LBW in developed countries is constant at around 7 per cent, the rate has been much higher (17 per cent) in less developed countries, with big differences between regions and little change in the past 15-20 years. Bangladesh, India and Pakistan have the highest rates of LBW (50, 30 and 25 per cent, respectively) and contribute most to the overall rate of 21 per cent for Asia. In Nigeria and Zaire, more than 15 per cent of babies have low birth weight. The rate of pre-term births in the developed world has been about 7 per cent; estimates for less developed countries are above 10 per cent.

Unfortunately, inadequate information is available to determine what causes LBW and how to best prevent it in the developing world. The problem is highlighted in the Plan of Action of the World Summit for Children which calls for work to reduce LBW to less than 10 per cent of births. Among the global causes of LBW may be limited access to micronutrients, particularly iron and iodine. Other risk factors may include malnutrition, smoking by the pregnant woman, exposure to passive tobacco smoke during pregnancy, infection during pregnancy, and cultural practices that discourage women in Asia from gaining weight during pregnancy.

38. The PFG agreed that United Nations agencies should begin to lay the groundwork for working in this area. The PFG noted that a one-year effort would provide ample opportunity to bring together a technical working group to identify interested partners and outline major issues. In particular, during the year, that group should:

(a) Describe the problem of LBW — estimating trends, changing patterns, and variability within targeted countries in the general population and with regard to pertinent ethnic groups. Information should also be presented to describe whether present norms for LBW should be re-evaluated for Asia;

(b) Estimate the determinants of LBW. Risk factors may include, but are not limited to, lack of micronutrients, cultural habits, birth spacing, inadequate food intake, and exposure to tobacco. Existing and new research (including the latest scientific understanding of foetal development) and programme experiences would be examined through work with relevant institutions, including those in areas of the world with a notable LBW problem. Hypotheses should be generated and prioritized, and studies to address the hypotheses should be recommended;

(c) Use the gathered data to define the scope of the next phase of work — paying particular attention to the fact that LBW is likely linked with many issues and that it is important to prioritize and not lose focus. In particular, the association between LBW and inadequate access to micronutrients should be addressed;

(d) Present the scope of work to the global public health community, with particular emphasis on the countries that have the greatest problem.

39. The PFG noted that part of the scope of work would probably include a conference where these issues would be discussed and prioritized. (The PFG also recognized that, in general, the UNF prefers not to fund conferences.)

40. With the UNF focus on these areas, additional value includes:

(a) Strengthening partnerships with the private sector (e.g., salt producers, the agricultural sector); within the United Nations between its "health" institutions and its "food/agricultural" institutions; and in terms of the work on low birth weight, with the United Nations and outside institutions, such as universities, and within the United Nations system;

(b) Raising additional resources for the United Nations, especially with the engagement of civil societies, such as Kiwanis;

(c) Improving the public health capacity/infrastructure, by encouraging the public health community to adopt a more cohesive intersectoral approach to delivery of micronutrients, specifically by considering micronutrients as a "group" rather than focusing on one at a time; by determining the role of zinc in decreasing child mortality and knowing whether or not to recommend its administration to children, and by improving the capacity of the United Nations public health system better to address the issue of low birth weight and, in particular, its relationship to micronutrients;

(d) Links to UNF programme areas on population and women and to other components of the children's health programme, for example, micronutrient deficiency among pregnant women (adolescent girls).

Measurable and achievable outcomes

1. Strengthened United Nations and national public health systems in terms of capacity (via training) and partnerships

2. Decreased childhood morbidity and mortality

Examples of process indicators

1. Fortification of food items frequently consumed by children with a group of micronutrients

2. Consumption by children of the fortified food product

3. Supplementation with a group of micronutrients targeted to pregnant women and children

4. Consumption of the supplements by pregnant women and children

5. Positive media messages that highlight the successful partnership between the United Nations and the private sector/salt producers

6. A multicentre study on zinc's impact on child mortality and morbidity

7. In the developing world, a better description of the problem of low birth weight, a better understanding of potential risk factors, including its association with micronutrients, and development of consensus on the next steps, if needed

8. Explicitly defined and expanded public/private-sector partnerships

9. Increased capacity of persons who work in national public health systems adequately to address the problem of micronutrient deficiencies

10. Integration of micronutrient issues into existing public health activities

UNF-related funding to date

41. Funding is $2.5 million, part of it allocated as follows: in May 1998, UNF supported a $860,000 UNICEF project, entitled "Saving mothers' lives in West Timor" which provided pregnant women with vitamin and mineral supplements on a weekly basis; in January 1999, UNF supported a $1 million project, titled "Elimination of iodine deficiency as a public health problem: reducing mental retardation of children in Africa's 'Goiter Belt'", in partnership with Kiwanis, to ensure that iodized salt is made available in as sustainable a manner as possible.

C. Sustainable vaccine delivery

42. Although vaccines are one of the most cost-effective ways to reduce child mortality, many children in the poor areas of the world do not have access to childhood vaccines. In some countries, only 30 per cent of children are vaccinated. Even fewer children have access to the recently licensed and expensive vaccines that are likely to have a huge impact on reducing child mortality (such as the vaccine against rotavirus, a cause of diarrhea). Developing new methods for sustainable vaccine delivery would not only benefit the poorest of the poor, but would be a prime issue around which to leverage additional resources. In particular, the successful polio eradication efforts are a valuable global platform of human resources and partnerships that should be used to deliver other vaccines and preventive health services.

Areas for UNF focus

43. The PFG recommended that UNF support the following areas:

(a) Creative ways to deliver vaccines. New and creative means are needed to deliver vaccines in a sustainable fashion. They should build upon the valuable lessons learned from national immunization days used to administer polio vaccine. The Sustainable Outreach Services (SOS) initiative of WHO / UNICEF provides an example of such an approach. SOS works with communities that live beyond the reach of usual health services to determine which preventive health interventions are most needed. Interventions are then delivered during a few days of coordinated community activity. Thoughtful approaches are also required in order to increase vaccine delivery in urban areas, such as ensuring that health facilities are open during the evenings or weekends. In addition, vaccine delivery within countries in conflict is a unique challenge;

(b) Innovative incentives for vaccination. Promoting innovative incentives may also increase vaccine coverage. For example, awards could be given to district-level managers as part of the district-level health system. In addition, Governments with low vaccine coverage rates and a well-formulated plan to increase coverage could be provided with creative incentives to implement their plan;

(c) Coordination of ongoing efforts. As experience from polio eradication has clearly demonstrated, coordination of efforts is critical. The importance of coordination was also highlighted in 1984 when many agencies were working independently to raise vaccine coverage rates that were in the range of 10 per cent globally. A major conference (hosted by the Rockefeller Foundation) brought together international agencies and facilitated the coordination of their efforts through the Task Force for Child Survival. Within six years, global immunization coverage rates dramatically rose to about 80 per cent. On a global level, establishing an alliance of the public sector with industry and other private partners could have a large impact on increasing vaccine coverage. On a country level, building onto the existing mechanisms of UNDAF or the Interagency Coordinating Committee (ICC) provides a way for national Governments to work with donor agencies to develop coordinated national plans and budgets — for vaccines as well as other health needs.

44. In addition, developing a global fund for vaccines would be an important contribution for child health. This fund might help overcome the stagnation of the Expanded Programme on Immunizations — in terms of a limitation to only six different vaccines and a leveling off or decrease in vaccine coverage rates.

45. With the UNF focus, additional value includes:

(a) Strengthening partnerships within the United Nations system (UNDP could play an important role in developing financing mechanisms that provide rewards for increasing vaccine coverage within countries. Emphasis should also be placed upon close collaboration with the World Bank), outside the United Nations system, and particularly with the private sector and foundations. (Foundations supported by Mr. and Mrs. William Gates are likely to provide a large amount of support for developing vaccines. The Rockefeller Foundation also has an interest in promoting access to vaccines.);

(b) Improving the public health capacity/ infrastructure, to increase the United Nations capacity, to establish a forum in which the United Nations, the private sector, and foundations (Rockefeller, Gates, UNF, and possibly others) can work productively together, and establish creative means to increase vaccine coverage, such as through incentives.

Measurable and achievable outcomes

1. Sustainable vaccine delivery systems functioning in targeted areas

2. Increased vaccine coverage of 80 per cent or more of targeted populations with designated vaccines

Examples of process indicators

1. Increased periodic multi-year contacts and access to vaccines among underserved populations

2. Increased community participation to determine the best methods of delivering preventive health strategies

3. Increased inter-agency coordination, building upon UNDAF or ICC

4. Increased country commitment to improving immunization coverage through sustainable financial (national budget) means

UNF-related funding to date

46. Funding is $3 million annually over three years, some of it allocated as follows: in January 1999, the UNF supported a $2,250,000 WHO project entitled "A

pilot project of the sustainable outreach services (SOS) strategy for immunization and basic health services" which seeks new and creative ways to provide minimum preventive health services (such as immunizations or malaria prevention) to persons in Ghana, Mali, Niger, and Uganda who live beyond the usual reach of such services.

D. Strengthening community knowledge about the needs of sick children

47. In the developing world, over 70 per cent of the deaths of children under the age of 5 are due to acute respiratory infections, diarrhoeal disease, malaria, measles, and malnutrition — often in combination. Many of these deaths in the developing world could be prevented if ill children were taken to a health care provider and received good quality, comprehensive health care. A relatively new WHO/UNICEF initiative — the Integrated Management of Childhood Illnesses (IMCI) — has a broad focus that encompasses interventions at home and in the health system with the goal of preventing child mortality by integrating delivery of preventive and general health services. The PFG stated that IMCI had one of the largest potentials to decrease child mortality. IMCI is currently being implemented in 60 countries.

Area for UNF focus

48. At the moment, IMCI focuses primarily on the health system component of the overall strategy. UNF should support a specific emphasis on the community component, with interventions targeted at families, since the community component of IMCI has not yet been implemented. For example, a recent study in Africa found that both male and female caretakers were concerned that they did not recognize that a child was ill and thus could not judge whether to take the child to a health facility. In addition, the caretakers did not know how to use medications that were provided and were also uncertain as to what foods to give ill children. IMCI should seek to move towards the integrated management of childhood health, by strengthening the community's (i.e., primary caretakers, community health workers and traditional birth attendants) capacity to improve the health of children. Doing so will also increase the United Nations ties with the community and enable the United Nations system better to reach the poorest of the poor at the community level.

49. With the UNF focus, additional value includes:

(a) Strengthening partnerships between the community, non-governmental organizations and the United Nations;

(b) Improving the public health capacity/ infrastructure, by increasing the United Nations capacity to deliver effective programmes and, by supporting and strengthening the United Nations involvement with communities.

Measurable and achievable outcomes

1. Improvements in the public health system due to more people seeking appropriate health care and development and integration of a community-level component into IMCI strategies and programmes

2. Reduction of childhood mortality in targeted countries

Examples of process indicators

In five countries, improved community knowledge of how to recognize illness among children, when to seek health care for an ill child, how to administer medications to ill children, how to feed/provide liquids to ill children, and the importance of adhering to care recommendations.

V. Monitoring and evaluation of the children's health programme framework

50. Given the framework's three-year time span, monitoring and evaluation activities are of critical importance in terms of assessing progress and reviewing results and outcomes. Suggestions of elements that might be included in monitoring and evaluation activities follow.

51. In the context of the framework, outcomes are the changes each programme area wants to promote in addressing a child health problem. The outcomes will be likely to result from the combined efforts of numerous organizations, all of which will provide tangible, measurable contributions within a multi-year funding framework. Each outcome should have an associated measure (performance indicator) and an

explanation of the measuring process to facilitate monitoring activities.

52. Prior to the occurrence of any monitoring and evaluation activities, it will be necessary to collect reliable baseline data from sources such as the United Nations, the World Bank, USAID, bilateral agencies, and universities. Those data are necessary for defining the parameters of each problem/disease area in the project countries and for tracking trends over time. The data should include: data on the magnitude of the disease problem and, data on the gaps in a country's ability to deliver services, provide public health interventions and conduct surveillance (condition of the public health capacity/infrastructure).

53. The expected outcomes, which will define the success of the framework's approach, can be grouped into two major areas and stated in measurable terms:

(a) Health outcomes for the target populations;

(b) Process outcomes to improve and strengthen the public health capacity/infrastructure.

Monitoring

54. Activities that are phased allow for effective monitoring of periodic outputs and help to motivate performance by setting specific stepped targets (benchmarks and milestones) and realistic objectives within defined time-frames. This approach permits projects to build in assessments at each phase, to measure progress toward the next target, to remain flexible, and to employ corrective actions, when indicated.

55. Performance/progress measures and indicators include, but are not limited to:

(a) United Nations agencies working together at the country level (partnerships/coordination/resource mobilization);

(b) United Nations agencies working with non-governmental organizations and other appropriate organizations at the country level (partnerships/ intersectoral coordination);

(c) UNF links with other foundations (engaging additional resources);

(d) Field-based feedback on what is/is not working;

(e) Design and implementation of innovative public health (and other) interventions, including use of incentives/rewards, tax remedies, legal controls, advertising influences, bioengineered crops;

(f) Identification and spread of best practices where they are known or when they become known over the life of the project;

(g) Behaviour change of providers (first performance indicator); behaviour change of target populations (second performance indicator); behaviour change of target population over defined, extended time period (final performance indicator);

(h) Targeting of specific populations;

(i) Coordination of interventions and follow up with corrective actions under the community-based component of the Integrated Management of Childhood Illnesses (IMCI) programme.

Evaluation

56. The sum contribution of each component of the multiple interventions will provide proof that the programme works. There are two major programme framework outcomes that are expected:

(a) Target population health outcomes: decreased mortality; behaviour change (with a stated and reasonable goal to expect) and acceptance of public health interventions; increased knowledge translated into changed actions; and improved health status.

(b) Process outcomes: an expanded and strengthened public health capacity/infrastructure (coordination of delivery system components, increase in vaccine distribution, and legal regulation); an increase in United Nations capacity (from increase in partnerships/coordination/resources); an increase in sustainability; and improved quality of effective services.

United Nations A/54/665

General Assembly

Distr.: General
14 December 1999

Original: English

Fifty-fourth session
Agenda items 121 and 48

Proposed programme budget for the biennium 2000-2001

The situation of democracy and human rights in Haiti

International Civilian Support Mission in Haiti

Programme budget implications of draft resolution A/54/L.36

Report of the Fifth Committee

Rapporteur: Mr. Jan Piotr **Jaremczuk** (Poland)

1. At its 44th and 46th meetings, on 9 and 13 December 1999, the Fifth Committee, pursuant to rule 153 of the rules of procedure of the General Assembly, considered the statement by the Secretary-General (A/C.5/54/38) of the programme budget implications of draft resolution A/54/L.36 and the related report of the Advisory Committee on Administrative and Budgetary Questions (A/54/659).

2. Statements and comments made in the course of the Committee's consideration of the question are reflected in the relevant summary records (see A/C.5/54/SR.44 and 46).

3. At its 46th meeting, on 13 December, the Committee adopted a draft decision proposed orally by the Chairman (see para. 5).

Decision of the Fifth Committee

4. The Fifth Committee decided to inform the General Assembly that, should it adopt draft resolution A/54/L.36, the requirements of $10,353,200 ($9,173,100 for the International Civilian Support Mission in Haiti and $1,180,100 for the International Civilian Mission in Haiti) would be charged against the provision of $90,387,200 for special political missions requested in section 3, Political affairs, of the proposed programme budget for the biennium 2000-2001.

99-38878 (E) 141299

Recommendation of the Fifth Committee

5. The Fifth Committee recommends to the General Assembly the adoption of the following draft decision:

International Civilian Support Mission in Haiti

The General Assembly:

(a) Takes note of the report of the Secretary-General on the programme budget implications of draft resolution A/54/L.36[1] and endorses the observations and recommendations of the Advisory Committee on Administrative and Budgetary Questions;[2]

(b) Emphasizes that the International Civilian Support Mission in Haiti shall be provided with all resources needed for the full implementation of its mandate;

(c) Requests the Secretary-General, should the extrabudgetary resources for the Mission become insufficient, to report to the General Assembly for further action.

---

[1] A/C.5/54/38.

[2] See A/54/659.

United Nations A/54/666

General Assembly

Distr.: General
13 December 1999
English
Original: Russian

Fifty-fourth session
Agenda items 20, 39, 74, 97, 99, 100, 104, 106, 115, 116 and 160

Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance

Support by the United Nations system of the efforts of Governments to promote and consolidate new or restored democracies

Conclusion of effective international arrangements to assure non-nuclear-weapon States against the use or threat of use of nuclear weapons

Macroeconomic policy questions

Sustainable development and international economic cooperation

Environment and sustainable development

Globalization and interdependence

Social development, including questions relating to the world social situation and to youth, ageing, disabled persons and the family

Right of peoples to self-determination

Human rights questions

Measures to eliminate international terrorism

Letter dated 13 December 1999 from the Permanent Representatives of Belarus and the Russian Federation to the United Nations addressed to the Secretary-General

We hereby have the honour to transmit the text of the Treaty on the Establishment of a Union State signed by the President of Belarus, Mr. A. G. Lukashenka, and the President of the Russian Federation, Mr. B. N. Yeltsin, in Moscow on 8 December 1999 (see annex).

We should be grateful if you would have this letter and its annex circulated as a document of the General Assembly under agenda items 20, 39, 74, 97, 99, 100, 104, 106, 115, 116 and 160.

(*Signed*) Alyaksandr **Sychov**
Permanent Representative of
Belarus to the United Nations

(*Signed*) Sergey **Lavrov**
Permanent Representative of the Russian
Federation to the United Nations

00-20309

99-39122 (E) 040100

Annex

Treaty on the establishment of a Union State

The Russian Federation and the Republic of Belarus,

Guided by the will of the peoples of Russia and Byelorussia to unify and relying on the commonality of their historical fate, and concerned for the vital interests of their citizens,

Convinced that the formation of the Union State will permit a united effort in the interests of the social and economic progress of both States,

Moved by a desire to continue the development of the integration processes set forth in the Treaty on the Formation of an Association between the Russian Federation and the Republic of Belarus of 2 April 1996, the Treaty on the Union of Belarus and Russia of 2 April 1997 and the Charter of the Union of Belarus and Russia of 23 May 1997, and also in implementation of the provisions of the Declaration on the Further Unification of Russia and Belarus of 25 December 1998,

Affirming their adherence to the purposes and principles of the Charter of the United Nations and their desire to live in peace and good-neighbourliness with other States,

Acting in accordance with the universally acknowledged principles and norms of international law,

Have agreed as follows:

Section I

General provisions

Chapter I

Purposes and principles of the Union State

Article 1

The Russian Federation and the Republic of Belarus (hereinafter referred to as the participating States) shall establish a Union State which will mark a new stage in the process of unification of the peoples of the two countries into a democratic State ruled by law.

Article 2

1. The purposes of the Union State shall be:

   - To ensure the peaceful and democratic development of the fraternal peoples of the participating States, to strengthen friendship and to raise well-being and the standard of living;
   - To establish a single economic space in order to ensure socio-economic development on the basis of the united material and intellectual potential of the participating States and the use of market mechanisms for the functioning of the economy;

- To respect at all times basic human and civil rights and freedoms in accordance with the universally acknowledged principles and norms of international law;
- To pursue a coordinated foreign and defence policy;
- To establish a single legal system appropriate to a democratic State;
- To pursue a coordinated social policy aimed at creating conditions that ensure life in dignity and the free development of the person;
- To ensure the security of the Union State and to combat crime;
- To strengthen peace, security and mutually advantageous cooperation in Europe and throughout the world, and to develop the Commonwealth of Independent States.

2. The attainment of the purposes of the Union State shall take place in stages, taking into account the priority attached to accomplishing economic and social tasks. The specific measures and the timetables for their implementation shall be determined by decisions of the organs of the Union State or by agreements between the participating States.

3. As the Union State becomes established, the question of the adoption of its Constitution shall be considered.

Article 3

1. The Union State shall be based on the principles of sovereign equality of the participating States, voluntariness and conscientious fulfilment by them of their mutual obligations.

2. The Union State shall be based on a demarcation of objects of jurisdiction and powers between the Union State and the participating States.

Article 4

1. For the attainment of the purposes of the Union State, a supreme State Council, a Parliament, a Council of Ministers, a Court and a Board of Audit of the Union State shall be established.

2. State power in the participating States shall be exercised by the organs of State established by them in accordance with their constitution.

Article 5

The Union State shall be a secular, democratic, social State ruled by law in which political and ideological diversity are recognized.

Article 6

1. Each participating State shall retain, taking into account the powers voluntarily transferred to the Union State, its independence, territorial integrity, State structure, constitution, State flag, emblem and other attributes of statehood.

2. The participating States shall retain their membership in the United Nations and other international organizations. The possibility of single membership in international organizations and other international associations shall be determined by mutual agreement between the participating States.

Article 7

1. The territory of the Union States shall consist of the State territories of the participating States.

2. The participating States shall ensure the integrity and inviolability of the territory of the Union State.

3. The external border of the Union State shall comprise the borders of the participating States with other States or the effective spatial limits of the State sovereignty of the participating States.

4. Pending the adoption of a normative legal act of the Union State concerning the State border, protection of the external border of the Union State shall be conducted in the manner established by the participating States at the time of signature of the present Treaty.

Article 8

1. In the Union State, all forms of ownership recognized in the territory of the participating States shall be equally recognized and protected, and the equal rights of citizens to acquire, own, use and manage property shall be guaranteed.

2. In the Union State, the necessary legislative and other measures shall be taken to ensure equal rights, obligations and guarantees for economic entities, whatever their organizational and legal structure, and also for citizens possessing the status of entrepreneurs, in accordance with the legislation of the participating State.

3. The legal status and operating regime of foreign bodies corporate in the territory of the participating States prior to the unification of their legislation in this field shall be in accordance with the legislation of the participating States and their agreements with third countries.

Article 9

The ownership, use and management of real and personal property of the Union State shall be conducted on the basis of the normative legislative acts of the Union State.

Article 10

1. The Union State shall have its own emblem, flag, anthem and other attributes of statehood.

2. The state symbols of the Union State shall be established by the Parliament of the Union State and shall be subject to approval by the Supreme State Council.

Article 11

The official languages of the Union State shall be the State languages of the participating States, without prejudice to the constitutional status of their State languages. The Russian language shall be used as the working language of the organs of the Union State.

Article 12

The location of the organs of the Union State shall be determined by the Supreme State Council.

Article 13

1. The Union State shall have a single monetary unit (currency). Money shall be issued exclusively by a single emission centre. The introduction and issue in the Union State of a currency other than the single monetary unit shall not be permitted.

2. Prior to the introduction of the single monetary unit and the establishment of a single emission centre, the national monetary units of the participating States shall continue to circulate in their territory. The transition to the single monetary unit (currency) shall take place in accordance with article 22 of the present Treaty.

Chapter II

Citizenship of the Union State

Article 14

1. Citizens of the participating States shall concurrently be citizens of the Union State.

2. In the Union State, human and civil rights and freedoms shall be guaranteed in accordance with the universally acknowledged principles and norms of international law.

3. Issues of acquisition and loss of the citizenship of the participating States shall be regulated by their national legislation.

4. No one may become a citizen of the Union State without acquiring the citizenship of a participating State.

5. Citizens of the Union State shall enjoy equal rights and bear equal responsibilities in the territory of the other participating State unless otherwise provided by legislative acts of the participating States or by agreements between them.

6. Pending the adoption of a normative legislative act of the Union on citizenship, the legal status of citizens of the Union State shall be regulated by the national legislative acts of the participating States and agreements between them in this area and by the present Treaty.

7. Citizens of the Union State shall have the right to elect and be elected to the Parliament of the Union State, and also to be appointed to posts in the organs of the Union State.

8. Citizens of the Union State shall have the right to establish public associations of the Union.

9. Pending the establishment of a single form for documents certifying the identity of a citizen of the Union State, documents issued by the State organs and organs of local self-government of the participating States, as well as documents recognized in accordance with the legislation of the participating States and with international agreements, shall enjoy equal recognition in its territory.

Article 15

Each citizen of a participating State shall have the right to protection, in the territory of a third State where there is no representation of the participating State of which he is a citizen, by the diplomatic missions or consular institutions of the other participating State on the same terms as citizens of that participating State.

Article 16

1. For purposes of promoting the exercise and protection of the rights and freedoms of citizens of the Union State, a Commission on Human Rights shall be established.

2. The powers, conditions for the establishment and procedure for the activity of the Commission shall be determined by the Statute of the Commission on Human Rights of the Union State approved by the Supreme State Council.

Section II

Objects of jurisdiction of the Union State

Article 17

1. The following shall be within the exclusive jurisdiction of the Union State:

- The establishment of a single economic space and of the legal basis for a common market which shall guarantee the free movement of goods, services, capital and labour within the territories of the participating States, and equal conditions and guarantees for the activity of economic entities;
- A common monetary and credit, currency, tax and price policy;
- Unified rules for competition and protection of consumers' rights;
- Unified transport and energy systems;
- Drafting and placement of joint defence orders, guaranteeing on their basis of deliveries and sale of arms and military technology, unified system of technical support for the armed forces of the participating States;
- A common trade and customs tariff policy with respect to third countries and to international organizations and associations;
- A single body of legislation on foreign investments;
- Drafting, approval and execution of the budget of the Union State;
- Management of the property of the Union State;
- International activity and international agreements of the Union State on issues relating to the exclusive competence of the Union State;
- Operation of a regional grouping of troops;
- The border policy of the Union State;
- Standards, calibrations, hydrometeorological service, metric system and computation of time, geodesy and cartography;
- Statistical and accounting reports, unified data banks;
- Establishment of the system of organs of the Union State, the procedure for their organization and activity and the formation of organs of the Union State.

Article 18

The joint jurisdiction of the Union State and the participating States shall cover:

- The admission of other States to the Union State;

- Coordination and cooperation in the foreign policy field in relation to the implementation of the present Treaty;
- Conduct of a coordinated policy of strengthening the Commonwealth of Independent States;
- Joint defence policy, coordination of activity in the area of military construction, development of the armed forces of the participating States, joint utilization of military infrastructure and the adoption of other measures to maintain the defence capability of the Union State;
- Participation in international cooperation on military and border issues, including the implementation of international agreements concluded by the participating States on issues of armed forces reduction and arms limitation;
- Cooperation in the implementation of democratic transformations, exercise and protection of the fundamental rights and freedoms of citizens of the Union State;
- Harmonization and unification of the legislation of the participating States;
- Implementation of investment policy in the interests of rational division of labour;
- Environmental protection;
- Joint action in the sphere of environmental security, prevention of natural and man-made disasters and elimination of their consequences, including the consequences of the accident at the Chernobyl nuclear power station;
- Development of science, education and culture and creation of equal conditions for the preservation and development of the distinctive ethnic, cultural and linguistic features of peoples;
- Establishment of a common scientific, technical and information space;
- A coordinated social policy including employment, migration, working conditions and safety procedures, social security and insurance;
- Guarantees of the equal rights of citizens in job placement and remuneration, medical care and the provision of other social guarantees;
- Combating terrorism, corruption, drug distribution and other types of crimes.

Article 19

Outside the scope of the exclusive jurisdiction of the Union State and the objects of the joint jurisdiction of the Union State and the participating States, the latter shall retain the full extent of State power.

Section III

Principles for the formation of the single economic space

Article 20

The participating States shall create a single economic space. The Union State shall have a unified, and subsequently a single, body of legislation governing economic activity, including civil and tax legislation.

Article 21

For purposes of creating the single economic space, the participating States shall take coordinated measures to bring the main social and macroeconomic indicators of development gradually closer together, and shall pursue a single structural policy.

Article 22

The Union State shall introduce the single monetary unit (currency) in phases, simultaneously with the establishment of the single emission centre.

The basic function of the single emission centre shall be to protect and guarantee the stability of the single monetary unit, and it shall perform this function in cooperation with the other organs of the Union State and the State organs of the participating States.

The single emission centre shall not have the right to grant loans to the organs of the Union State or to purchase securities of the Union State when they are first placed on the financial market.

The Union State shall grant and receive loans, give guarantees on loans and issue bonds and securities in accordance with a procedure to be determined by the Parliament of the Union State and approved by the Supreme State Council.

The introduction of the single monetary unit and the establishment of the single emission centre shall take place on the basis of an agreement between the participating States.

Article 23

In the Union State, a common policy shall be applied in the area of pricing, including issues of price and tariff regulation.

Article 24

In the Union State, a common securities market shall operate that provides for the free circulation of securities, and the corresponding institutions for the issuance of securities and the regulation of the stock market shall be established.

Article 25

The participating States shall complete standardization of the requirements for organizing oversight of banks and other credit institutions on the basis of the basic principles for effective banking oversight defined by the Basel Committee on Banking Supervision, and shall apply unified refinancing rates and common norms for reserve requirements on banks.

Article 26

In the Union State, a single body of legislation shall be drawn up and apply with respect to the servicing and repayment of foreign and domestic debt and the procedure for borrowing and making investments abroad. The participating States shall jointly conclude with third countries international agreements on this issue, and shall assume obligations on a coordinated basis.

Article 27

In the Union State, common principles for the levying of taxes shall apply regardless of the location of the taxpayers in its territory.

Article 28

The participating States shall conduct a common trade policy with respect to third countries and international economic organizations and economic associations, and shall apply common rates of customs import and export duties, common customs regimes and a common procedure for customs certification and control, and shall standardize their legislation on State regulation of foreign trade activity and protection of the economic interests of the participating States in the conduct of foreign trade.

Article 29

In the Union State, a single customs space shall be in effect, with respect to which the following shall apply:

A single export control procedure;

Unified non-tariff regulation measures, including the use of quantitative restrictions, licensing of the import and export of goods and the introduction of a single list of goods to which import and export prohibitions or restrictions shall apply;

A single procedure for the mutual recognition of licences, certificates and permits for the import or export of goods.

Article 30

Unified energy and transport systems and interlinked communications and telecommunications systems shall operate within the Union State.

The procedure for management of the above and other common elements of infrastructure shall be regulated on the basis of acts of the Union State.

Article 31

Unified labour legislation and legislation on social protection and pensions shall apply within the Union State.

Section IV

Budget of the Union State

Article 32

1. The budget of the Union State shall ensure financing of programmes and projects of the Union State and its functioning, including expenditure on the maintenance of its organs.

2. The budget of the Union State shall be made up of the agreed annual contributions of the participating States.

3. In the manner and in the cases established by the Supreme State Council on the proposal, approved by Parliament, of the Council of Ministers, the budget may also be derived in part from other sources.

4. Issues of the financial and economic activity of organs of the Union State and sectoral and functional management organs of the Union State shall be regulated by the Council of Ministers of the Union State in accordance with normative legislative acts of the Union State and with the legislation of the participating States.

5. The participating States shall be independently responsible for expenditures associated with the conduct of measures not provided for by the budget of the Union State.

6. The budget of the Union State may not have a deficit.

7. Execution of the budget pending the establishment of the Treasury of the Union State shall be conducted by the treasuries of the participating States in respect of the territory of their States.

Article 33

1. The budget estimates of the Union State shall be submitted to Parliament by the Council of Ministers of the Union State.

2. Following its adoption by Parliament, the budget shall be approved by the Supreme State Council.

Section V

Organs of the Union State

Chapter I

Supreme State Council

Article 34

1. The Supreme State Council shall be the supreme organ of the Union State.

2. The membership of the Supreme State Council shall comprise the heads of State, heads of Government and leaders of the Houses of Parliament of the participating States.

3. The Chairman of the Council of Ministers, the speakers of the Houses of Parliament and the President of the Court of the Union State shall participate in meetings of the Supreme State Council.

Article 35

1. The Supreme State Council shall:

Decide on the most important issues of the development of the Union State;

Establish within the limits of its competence the organs of the Union State, including sectoral and functional management organs;

Schedule elections to the House of Representatives of the Parliament of the Union State;

Approve the budget of the Union State adopted by the Parliament of the Union State and the annual reports on its execution;

Approve international agreements of the Union State ratified by Parliament;

Approve the State symbols of the Union State;

Determine the location of organs of the Union State;

Hear the annual report of the Chairman of the Council of Ministers on the implementation of decisions adopted.

2. The Supreme State Council shall perform other functions assigned to its jurisdiction by the present Treaty or referred to it for review by the participating States.

3. The Supreme State Council shall within the limits of its powers issue decrees, resolutions and directives.

Article 36

1. The Chairman of the Supreme State Council shall be one of the heads of the participating States on a rotating basis, unless otherwise agreed by the participating States.

2. The Chairman of the Supreme State Council shall:

Organize the work of the Supreme State Council, preside over its meetings and sign enactments adopted by the Supreme State Council, as well as laws of the Union State;

Address to Parliament annual messages on the situation in the Union State and the main direction of its development;

On the instructions of the Supreme State Council, conduct international negotiations and sign international agreements on behalf of the Union State, and represent the Union State in relations with foreign States and international organizations;

Organize the monitoring of progress in the application of the present Treaty and the decisions adopted by the Supreme State Council;

Within the limits of his powers, give instructions to the Council of Ministers of the Union State;

Perform other functions on the instructions of the Supreme State Council.

Article 37

1. Enactments of the Supreme State Council shall be adopted on the basis of unanimity of the participating States. An enactment shall not be adopted if one of the participating States has opposed its adoption.

2. Votes in meetings of the Supreme State Council on behalf of the participating States shall be cast by the head of State or by a person authorized by him.

Chapter II

Parliament of the Union State

Article 38

The Parliament of the Union State shall be the representative and legislative organ of the Union State.

Article 39

1. Parliament shall consist of two Houses, the House of the Union and the House of Representatives.

2. The House of the Union shall consist of 36 members of the Council of the Federation, deputies of the State Duma delegated by the houses of the Federal Assembly of the Russian Federation, and 36 members of the Council of the Republic, deputies of the House of Representatives delegated by the houses of the National Assembly of the Republic of Belarus. Members of the House of the Union shall work on a part-time basis and shall receive remuneration for their work at the place of their normal employment.

3. The House of Representatives shall consist of 75 deputies from the Russian Federation and 28 deputies from the Republic of Belarus, elected by secret ballot on the basis of universal suffrage.

4. The House of Representatives shall be elected, and the House of the Union established, for a four-year term. If the powers of the houses of the Parliaments of the participating States are terminated, members of the House of the Union shall retain their powers until the deputies of the Parliament in question are replaced.

Article 40

The Parliament of the Union State shall:

Adopt laws and framework legislation of the Union State on matters assigned by the present Treaty to the competence of the Union State;

Promote unification of the legislation of the participating States;

Hear the annual messages of the Supreme State Council on the situation in the Union State and the main directions of its development;

Hear reports and information on the activity of the Council of Ministers;

Adopt the budget and hear the annual and semi-annual reports on its execution;

Approve the audit report and hear reports and communications of the Board of Audit of the Union State;

Ratify international agreements concluded in the name of the Union State;

Conclude agreements on cooperation with the parliaments of States not forming part of the Union State and with parliamentary organizations;

Appoint, on the proposal of the Supreme State Council, judges of the Court of the Union State;

Approve, on the proposal of the Supreme State Council, the members of the Commission on Human Rights;

Appoint, on the proposal of the Council of Ministers, members of the Board of Audit of the Union State;

Establish the symbols of the Union State;

Consider proposals relating to the accession of third States to the Union State, adopt the relevant recommendations and transmit them for approval to the Supreme State Council;

Ensure cooperation between the parliaments of the participating States;

Exercise other powers provided for by the present Treaty.

Article 41

1. Deputies of the House of Representatives and members of the House of the Union shall have immunity throughout the territory of the Union State for their entire term of office.

2. Deputies of the House of Representatives shall work on a full-time professional basis, and may not be in the employ of the State or engage in other remunerative activity with the exception of teaching, scientific or other creative work.

Article 42

1. Meetings of the House of the Union and House of Representatives shall be held on a regular basis in accordance with their rules of procedure.

2. The House of the Union and the House of Representatives shall meet separately save in the cases provided for in their regulations.

3. Each of the Houses shall elect from among its members a Speaker and his Deputy, and shall establish commissions. The Speaker of a House and his Deputy shall be elected on a rotating basis. The Speaker of a House and his Deputy may not be citizens of the same participating State.

4. Each of the Houses shall adopt its own regulations and resolve issues of the rules of procedure for its activities.

Article 43

1. The Supreme State Council, the Council of Ministers of the Union State and the House of the Union, and also a group of not less than 20 deputies of the House of Representatives, shall have the right to introduce bills.

2. Bills shall be introduced to the House of Representatives.

3. Once the law has been adopted in the House of Representatives, it shall be transmitted for approval to the House of the Union.

4. A bill providing for expenditures covered out of the budget of the Union State may be introduced only with the consent of the Council of Minister of the Union State.

5. A decision of the House of Representatives shall be deemed not to have been adopted if more than one quarter of the total number of deputies voted against it.

6. Laws of the Union State shall be adopted by a majority vote of the total number of representatives of each House. If a bill is not approved by the House of the Union, the Houses may establish a conciliation commission to overcome the differences that have arisen, after which the bill shall again be considered in the Houses.

7. Not later than seven days from the date of its approval by the House of the Union, an adopted law shall be transmitted to the Supreme State Council for signature by the Chairman of the Supreme State Council and publication.

8. Not later than 30 days from the date of adoption of the law, the Chairman of the Supreme State Council shall sign it, if he and the head of a participating State who is not at the time of signature of the law Chairman of the Supreme State Council have no objections to the adoption of the law. If the Chairman of the Supreme State Council and the head of a participating State who is not at the time of signature of the law Chairman of the Supreme State Council have objections, the law shall be rejected. Rejection of a law shall be legalized by decision of the Supreme State Council and shall be communicated to the Houses of Parliament not later than seven days from the date of its rejection. The Chairman of the

Supreme State Council shall have the right to propose to the Houses of Parliament the establishment of a conciliation commission to overcome the differences that have arisen.

Chapter III

The Council of Ministers

Article 44

1. The Council of Ministers shall be the executive organ of the Union State.

2. The Council of Ministers shall include the Chairman of the Council of Ministers, the heads of Government, the State Secretary (with the status of Deputy Chairman of the Council of Ministers), the Ministers for Foreign Affairs and Ministers of the Economy and Finance of the participating States, and the heads of the main sectoral and functional management organs of the Union State.

The heads of the central banks and ministers of the participating States may be invited to attend meetings of the Council of Ministers.

3. The Chairman of the Council of Ministers shall be appointed by the Supreme State Council. The head of State of one of the participating States, on a rotating basis, may serve in this capacity.

4. The functions of the Council of Ministers, its composition and the procedure for its work shall be determined by a statute approved by the Supreme State Council.

Article 45

The State Secretary and the heads of sectoral and functional management organs of the Union State shall be appointed and dismissed by the Supreme State Council on the proposal of the Chairman of the Council of Ministers.

Article 46

1. The Council of Ministers, in accordance with its competence as determined by the present Treaty and by decisions of the Supreme State Council, shall:

Formulate the basic directions of common policy on issues of the development of the Union State and submit them to the Supreme State Council for consideration;

Submit to the Supreme State Council proposals for the establishment of sectoral and functional organs of the Union State and supervise their activity;

Submit to the Parliament of the Union State drafts of Union laws and framework legislation;

Monitor the implementation of the provisions of the present Treaty and of enactments of the Union State, and where necessary make substantiated submissions to participating States in the event that obligations deriving from them are not fulfilled;

Draw up and submit to the Parliament of the Union State the draft budget of the Union State, ensure execution of the budget and submit to Parliament annual and semi-annual reports on the execution of the budget;

Consider the audit reports and reports of the Board of Audit;

Manage the property of the Union State;

Ensure the establishment and development of the unified economic space, and the application of unified finance, tax, credit, monetary, currency, price and trade policies;

Coordinate the process of unification of the legislation of the participating States;

Facilitate the conduct of a coordinated policy of the participating States in international affairs in the spheres of defence, security, law enforcement, protection of the rights and freedoms of citizens, maintaining public order and combating crime, and also in the fields of culture, science, education, health care, social security and protection of the environment;

Exercise other powers assigned to it by the present Treaty and the Supreme State Council.

2. The Council of Ministers shall, within the limits of its competence, issue orders, directives and resolutions.

3. A decision of the Council of Ministers may be suspended or repealed by the Supreme State Council.

Article 47

The Chairman of the Council of Ministers shall:

Supervise the activity of the Council of Ministers and organize its work;

Submit to the Supreme State Council and Parliament of the Union State annual reports on the activity of the Council of Ministers;

Sign enactments of the Council of Ministers;

On the instructions of the Supreme State Council and within the limits of the powers vested in it, conduct negotiations and sign international agreements on behalf of the Union State.

Article 48

1. The Council of Ministers shall establish a Standing Committee headed by the State Secretary.

2. The Standing Committee shall be responsible for preparing meetings of the Supreme State Council and the Council of Ministers.

3. The Standing Committee shall coordinate the work of sectoral and functional organs of the Union State and their cooperation with the national organs of the participating States, monitor the execution of decisions adopted by the Supreme State Council and the Council of Ministers, regularly inform the Council of Ministers of the state of affairs in the spheres of activity of the sectoral and functional organs of the Union State and submit proposals to the Council of Ministers on the conduct of ongoing work on the development of the Union State.

Article 49

1. The Governments of the participating States shall nominate candidates for membership in the Standing Committee.

2. The Council of Ministers shall appoint the members of the Standing Committee from among the candidates presented.

3. The State Secretary and the members of the Standing Committee shall be appointed for a four-year term. The procedure for their early dismissal shall be determined by the Supreme State Council.

4. Only citizens of participating States may be members of the Standing Committee. No more than two thirds of the members of the Standing Committee may be citizens of the same State. The members of the Standing Committee shall be appointed and act in their personal capacity.

5. The Statute of the Standing Committee shall be approved by the Supreme State Council on the proposal of the Council of Ministers.

Chapter IV

The Court of the Union State

Article 50

The Court of the Union State (hereinafter referred to as the Court) shall be the organ of the Union State responsible for ensuring uniform interpretation and application of the present Treaty and of normative legislative enactments of the Union State.

Article 51

The Court shall comprise nine judges appointed by the Parliament of the Union State on the proposal of the Supreme State Council.

Article 52

1. Judges, who shall act in their personal capacity, shall be appointed from among citizens of the Union State possessing high professional and moral qualities and meeting the requirements for appointment to the highest judicial posts in the participating States.

2. Not more than five judges of the Court may be citizens of the same State.

3. Judges shall be independent.

Article 53

1. Judges shall be appointed for a six-year term. They may be reappointed for a second term.

2. One third of the membership of the Court shall be replaced every two years.

3. On initial appointment, one third of the judges shall be appointed for a two-year term and one third for a four-year term.

4. The Court shall elect from among the judges the President and his Deputy, who may not be citizens of the same participating State.

5. The Supreme State Council shall approve the Charter and Regulations of the Court.

Article 54

1. Each participating State and the organs of the Union State may submit for consideration by the Court any issues relating to the interpretation and application of the present Treaty and of normative legislative enactments of the Union State.

2. Decisions of the Court shall have binding legal force and shall be officially published.

3. Decisions of the Court shall be adopted by a two-thirds vote of the total number of judges attending the Court session in question.

Chapter V

The Board of Audit

Article 55

1. To exercise control over finances, the Union State shall establish a Board of Audit.

2. The Board of Audit shall consist of 11 members appointed for a six-year term from among the citizens of the participating States who have experience of work in audit institutions and are of unquestioned professionalism and conscientiousness.

3. The members of the Board of Audit shall be appointed by the Parliament of the Union State on the proposal of the Council of Ministers. The members of the Board of Audit shall be appointed regardless of which participating State they are citizens of. The membership of the Board of Audit may not include more than seven nationals of the same participating State.

4. The members of the Board of Audit shall elect from among themselves a Chairman and his Deputy, who shall perform their duties for a two-year period and may be re-elected. The Chairman of the Board of Audit and his Deputy may not be citizens of the same participating State.

5. The members of the Board of Audit shall act in the interests of the Union State and shall be fully independent in the performance of their duties.

Article 56

1. The Board of Audit shall monitor execution of the revenue and expenditure items of the budget of the Union State in terms of volume, structure and purpose, verify reports on the revenues and expenditures of all organs of the Union State, determine whether revenues received and expenditures incurred are legal, and also ascertain how rational the management of finances was and monitor the effectiveness of utilization of the property of the Union State.

2. Organs of the Union State and the national audit organizations or competent bodies of the participating States shall transmit to the Board of Audit, at its request, any documents and information required for the performance by the Board of the functions assigned to it.

3. The Board of Audit shall submit to the Council of Ministers and to Parliament an annual audit report on the results of the financial year. On the basis of their consideration of the report the above organs, acting independently or jointly, may submit to the Supreme State Council proposals regarding the regularization of the finances of the Union State.

4. The Board of Audit may, acting on its own initiative or at the request of any organ of the Union State, present within the limits of its competence conclusions on specific items.

5. The Board of Audit shall establish its own regulations, which shall be approved by the Council of Ministers.

Chapter VI

Officials

Article 57

1. Officials of the organs of the Union State and their bodies shall, with the exception of members of the Supreme State Council, the Council of Ministers and the House of the Union of Parliament, be civil servants of the Union State and shall be appointed from among the citizens of the participating States.

2. Officials of the organs of the Union State and their bodies:

Shall act in the performance of their duties in the common interest, and shall not seek or receive instructions from any State organ of the participating States;

May not combine work in the organs of the Union State with other paid activity, with the exception of teaching, scientific and other creative activities;

Shall not be entitled to engage in activity incompatible with their status as officials of organs of the Union State or to use their official position, in particular, in the interests of political parties, associations and other organizations.

3. The legal status of officials of the organs of the Union State and their bodies, their salary levels and social guarantees shall be established by the Supreme State Council on the proposal of the Council of Ministers.

Section VI

Enactments of the Union State

Article 58

In order to achieve the purposes and principles of the Union State, its organs shall within the limits of their competence adopt the normative legislative enactments provided for by the present Treaty, namely laws, framework legislation, decrees, orders, directives and resolutions. The organs of the Union State may also adopt recommendations and conclusions.

Article 59

1. On subjects which are within the exclusive jurisdiction of the Union State, laws, decrees, orders and resolutions shall be adopted. Decrees and orders shall be adopted by organs of the Union State on the basis of the present Treaty and the laws of the Union State.

2. With respect to subjects of joint jurisdiction of the Union State and the participating States, framework legislation, directives and resolutions shall be adopted.

3. Effect shall be given to normative legislative enactments of the Union State on subjects of joint jurisdiction of the Union State through the adoption of national normative legislative enactments of the participating States on the matters in question.

Article 60

1. Laws and decrees are intended for general application, shall be binding in all respects and, following their official publication, shall be directly applicable in the territory of each participating State.

2. In the event of a conflict between a provision of a law or decree of the Union State and the provision of a domestic law of a participating State, the provision of the law or decree of the Union State shall prevail. However, this shall not apply to a conflict between the provisions of a law or decree of the Union State and provisions contained in the constitutions or constitutional acts of the participating States.

3. Orders shall be binding in all their parts on the State or physical or juridical person to which they are addressed.

4. Directives shall be binding on each State to which they are addressed, while allowing the organs of the State in question freedom to choose the forms and methods of action.

5. A resolution is an enactment by means of which the ongoing activity of the organs of the Union State is ensured.

Section VII

Final provisions

Article 61

The provisions of the present Treaty, the implementation of which in phases may require the introduction of amendments and additions to the constitutions of the participating States, shall enter into force upon completion of the necessary internal procedures to amend the constitution of each participating State.

Article 62

1. Following the entry into force of the present Treaty, the Parliament of the Union State shall, on the proposal of the Supreme State Council, consider a draft Constitutional Act determining on the basis of the present Treaty the State structure of the Union State and its legal system.

2. Following its approval by the Parliament of the Union State, the draft Constitutional Act shall be referred by the Presidents of the participating States to the Parliaments of the participating States for consideration, and thereafter, in accordance with their legislation, shall be submitted to referendums in the participating States.

3. Following the approval of the Constitutional Act in the referendums, the participating States shall introduce the necessary additions and amendments into their constitutions.

Article 63

For purposes of the phased application the present Treaty, the Russian Federation and the Republic of Belarus shall adopt the Programme of Action of the Russian Federation and the Republic of Belarus for the implementation of the provisions of the Treaty on the Establishment of a Union State.

Article 64

The initial elections to the House of Representatives of the Parliament of the Union State shall take place not later than six months after the adoption by the Parliaments of the participating States of the relevant legislative enactments.

Article 65

1. The present Treaty shall be open for accession by other States that are subjects of international law, share the purposes and principles of the Union State and assume to the full the obligations deriving from the Treaty.

2. The participating States shall consider applications by third States and shall invite them to become parties to the present Treaty once they have met the necessary conditions for accession, which shall be established by the Supreme State Council, and once the procedures associated with increasing the number of participating States have been completed.

Article 66

1. Amendments to the present Treaty may be proposed by a participating State or by the Parliament or Court of the Union State. Amendments shall be considered by the Council of Ministers and submitted for approval to the Supreme State Council.

2. Amendments shall be made official by means of separate agreements subject to ratification by the participating States.

Article 67

1. A participating State may, in conformity with its relevant constitutional procedures, decide on the basis of a nationwide referendum to withdraw from the Union State. The head of the State wishing to withdraw from the Union State shall so notify the Supreme State Council, the Parliament of the Union State and the other participating State in writing. The present Treaty shall cease to have effect for the withdrawing State upon the expiry of 18 months from the date of holding of the referendum on the matter.

2. Withdrawal from the present Treaty shall not affect the discharge of the obligations assumed by the participating States under the Treaty whose implementation is conditional upon a specific time span.

Article 68

1. The present Treaty is not directed against third States. The participating States shall fulfil their obligations under previously concluded international agreements.

2. The participating States shall not assume international obligations that contradict the provisions of the present Treaty.

Article 69

1. The present Treaty is subject to ratification by the participating States, and shall enter into force on the date of exchange of the instruments of ratification.

2. The Treaty is concluded for an indefinite period.

Article 70

1. The Treaty on the Formation of an Association between the Russian Federation and the Republic of Belarus of 2 April 1996 and the Treaty on the Union of Belarus and Russia of 2 April 1997 shall cease to have effect upon the entry into force of the present Treaty.

2. Legal instruments previously adopted in the context of the Association and the Union shall continue to have effect insofar as they do not contradict the present Treaty.

3. Prior to the first meeting of the Supreme State Council of the Union State, its functions shall be discharged by the Supreme Council of the Union of Belarus and Russia.

4. Prior to the elections to the House of Representatives of the Parliament of the Union State, the functions of the Parliament of the Union State shall be discharged by the Parliamentary Assembly of the Union of Belarus and Russia.

5. Prior to the first meeting of the Council of Ministers of the Union State, its functions shall be discharged by the Executive Committee of the Union of Belarus and Russia.

6. Prior to the establishment of the Standing Committee, its functions shall be discharged by the staff of the Executive Committee of the Union of Belarus and Russia constituted in accordance with the Charter of the Union of Belarus and Russia.

Article 71

The present Treaty shall be registered in accordance with article 102 of the Charter of the United Nations.

Done at Moscow on 8 December 1999 in two copies, each in the Russian and Byelorussian languages, both texts being equally authentic.

For the Russian Federation
(*Signed*) B. **Yeltsin**

For the Republic of Belarus
(*Signed*) A. **Lukashenka**

United Nations A/54/667

General Assembly

Distr.: General
14 December 1999

Original: English

Fifty-fourth session
Agenda items 121 and 50

Proposed programme budget for the biennium 2000-2001

The situation in Afghanistan and its implications for international peace and security

The situation in Afghanistan and its implications for international peace and security

Programme budget implications of draft resolution A/54/L.58

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered an advance copy of the statement of the programme budget implications of draft resolution A/54/L.58, submitted by the Secretary-General in accordance with rule 153 of the rules of procedure of the General Assembly (A/C.5/54/41).

2. The Committee recalls that the General Assembly, in its resolution 53/203 A of 18 December 1998, requested the Secretary-General to authorize the United Nations Special Mission to Afghanistan (UNSMA), established under Assembly resolution 48/208 of 21 December 1993, to continue its efforts to facilitate an immediate and durable ceasefire among the Afghan parties and to institute a negotiating process leading to the formation of a broad-based, multi-ethnic and fully representative government of national unity.

3. Moreover, the General Assembly, for the period 1 January 1998 to 31 December 1999, authorized an appropriation of $9,991,300 under section 3 (Peacekeeping operations and special missions) of the programme budget for the biennium 1998-1999. As indicated in paragraph 3 of the statement (A/C.5/54/41), total expenditures for the period are estimated at $6,345,500, resulting in an unencumbered balance of $3,645,800. Annex I.A to the statement contains a preliminary performance report for the period 1 January 1998 to 31 December 1999.

4. Under the terms of draft resolution A/54/L.58, the General Assembly would, *inter alia*, take note of the report of the Secretary-General (A/54/536-S/1999/1145) and endorse the observations and recommendations set out therein; reiterate its position that the United

99-38994 (E) 141299

Nations must continue to play its central and impartial role in international efforts towards peaceful resolution of the Afghan conflict; and support the intention of the Secretary-General to strengthen UNSMA by appointing a new Head of Mission, by progressively moving its head office to Kabul and by increasing its presence in neighbouring countries.

5. The estimated costs for the extension of the mandate of the UNSMA from 1 January to 31 December 2000 amount to $3,407,600, as indicated in paragraph 14 and annex I.A of the statement (A/C.5/54/41). This provision would support requirements for a component of 2 military advisers, 27 international staff (19 Professional, 3 General Service and 5 Field Service) and 49 local staff serving the mission. The only adjustments in this connection reflect the replacement of the previous D-2 post for the Head of Mission by one at the level of Assistant Secretary-General for the new Head of Mission, as was the case prior to 1999, and the reduction in the number of military advisers from four to two, owing to current difficulties experienced in the fulfilment of their monitoring and advisory activities. The Committee has no objection to this proposal, on the understanding that if the intervention of the Special Envoy, whose activities are frozen at present (at the level of Under-Secretary-General), were to be renewed, the need for the post at the level of Assistant Secretary-General would be reviewed.

6. The Committee notes that the provision of $1,710,500 for staff costs assumes a vacancy rate of 44 per cent for Professional staff and 50 per cent for General Service staff in the costing of salaries and common staff costs for 2000, an adjustment based on experience for 1998-1999. Operational costs, appropriated at the level of $3,879,100 for the biennium 1998-1999, are estimated at $1,192,100 for 2000. The decrease reflects previous mission expenditure, as well as decreased requirements related to premises and accommodation and communications and other equipment.

7. In this regard, the Committee notes, in accordance with paragraph 85 of the Secretary-General's report (A/54/536-S/1999/1145), that in order to increase the Organization's political effectiveness, UNSMA will progressively move its head office from Islamabad to Kabul, starting with the stationing of political officers in Kabul and Kandahar. The timing of their deployment, however, will depend on security conditions. The Secretary-General also intends to open a sub-office in Tehran in early 2000 in order to increase regular contact with neighbouring States, Afghan factions and individuals; and arrangements will be made to ensure effective liaison with representatives of Afghan factions in Dushanbe. As indicated in annex I.C, paragraph 5, of the statement (A/C.5/54/41), the $48,600 provision for rental of premises, based on 1999 actual rental costs, includes monthly costs for Kabul ($550), Islamabad ($2,900) and Tehran ($600), while excluding 1999 rental storage costs and other costs associated with five additional locations that are not expected to be operational during 2000.

8. The Committee recommends that the Fifth Committee inform the General Assembly that, should it adopt draft resolution A/54/L.58, the requirements of $3,407,600 would be charged against the provision for special political missions requested in section 3, Political affairs, of the proposed programme budget for the biennium 2000-2001, in accordance with General Assembly resolution 53/206.

United Nations A/54/668

General Assembly

Distr.: General
14 December 1999

Original: English

Fifty-fourth session
Agenda item 12

Report of the Economic and Social Council

Report of the Fifth Committee

Rapporteur: Mr. Jan Piotr **Jaremczuk** (Poland)

1. At its 3rd plenary meeting, on 17 September 1999, the General Assembly, on the recommendation of the General Committee, decided to include in the agenda of its fifty-fourth session the item entitled "Report of the Economic and Social Council" and to allocate chapters I, VII (sections B and C) and IX of the report of the Council to the Fifth Committee.[1]

2. The Fifth Committee considered the chapters of the report of the Economic and Social Council that had been allocated to it at its 44th meeting, on 9 December 1999. Statements and observations made in the course of the Committee's consideration of the item are reflected in the relevant summary record (A/C.5/54/SR.44).

3. At the same meeting, the Committee decided, without objection, to recommend to the General Assembly that it take note of the chapters of the report of the Economic and Social Council that had been allocated to the Fifth Committee (see para. 4).

Recommendation of the Fifth Committee

4. The Fifth Committee recommends to the General Assembly the adoption of the following draft decision:

[1] *Official Records of the General Assembly, Fifty-fourth Session, Supplement No. 3* (A/54/3).

00-20231
99-39032 (E) 151299

Report of the Economic and Social Council

The General Assembly takes note of chapters I, VII (sections B and C) and IX of the report of the Economic and Social Council.[2]

---

[2] *Official Records of the General Assembly, Fifty-fourth Session, Supplement No. 3* (A/54/3).